
PRISON WORK

AS A CAREER



FEDERAL PRISON
SYSTEM

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Jerome J. Rozycki

PRISON WORK

AS A CAREER

A COURSE of study based on
the work and objectives of
the Federal Prison System.
Prepared by the staff of the
Bureau of Prisons.

Bureau of Prisons
Department of Justice
WASHINGTON, D. C.

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INTRODUCTION

Prison work is a career. Few fields of government work offer as many opportunities for genuine public service as does prison work. There are throughout the United States about 120 prisons and reformatories, not including juvenile institutions and jails. These institutions take care of an annual population of approximately 150,000 prisoners and employ anywhere from 15,000 to 20,000 men and women. The Federal Prison Service, as well as practically all of the most progressive state prison systems, operates under some form of merit or civil service plan.

The prison, as we have it today, has a long past and a strange history. Its basic philosophy and methods of treating prisoners have been and still are a part of the complex social and economic problems with which the community, the state, and the country are continually faced. Approached with the proper attitude and background, prison work is both interesting and stimulating.

Success in prison work, as in any other field of human endeavor, is dependent upon sound knowledge and valid experience. This book has been prepared, therefore, to provide the fundamental background material on which understanding experience can be based. It presents a description of the Federal Prison System, an explanation of the variety of its program and the range of its facilities, and some discussion of the principles and theories upon which the system as a whole is based.

A careful and conscientious study of this course is fundamental to the proper understanding of any position in the Federal Prison Service and the first prerequisite to any future training. We have reason to be proud of the reputation of the Federal Prison Service and the record of its accomplishments. This could not, of course, have been achieved except through the loyalty and intelligence of its officers. The major objective therefore of the training program is to develop a group of employees with the skills, the abilities, and the imagination to accomplish our objectives and apply our policies. It is hoped that this course will be useful to this end.

JAMES V. BENNETT

HOW TO STUDY THESE LESSONS

Read Lesson 1. Study it in any way you find effective. when you feel thoroughly familiar with the subject matter, turn to the review questions at the back of the lesson. The review questions provide a thorough drill on the material. Those for Lesson 1 consist of 19 true-false questions, 8 multiple-choice questions, and 1 thought question.

Answer the questions without referring to the lesson, and mark your answer to each question according to the instructions. Then check your answers with the Key beginning on page 283. There, with the answer to each question, you will find a number in italics which refers to the page of the text upon which the question was based. If you have answered any question incorrectly, re-read the text covering that question.

After you have re-read the parts of the text upon which you were weak, refer again to the questions which you missed to be sure that you now understand both the question and the answer.

The thought questions provided for each lesson and the seven thought questions following the last lesson do not have right or wrong answers, but will give you a chance to do some original thinking about controversial prison problems. You will be required to take an End-of-Course Test on which you will be rated by the Bureau. Before taking the End-of-Course Test you should complete the seven thought questions, numbering them and giving your name and the date on which you submit your discussion. This material should be turned over to the training officer to be placed in your personnel folder.

PREFACE

MANY of us get a job and then waste a lot of time finding out about it the hard way. Only a few of us are fortunate enough to pick out a job and then know just what to do in order to work up to a responsible position. It is only within recent years that anyone could visualize a career in the Government. Now there are many opportunities, such as prison work, which offer a great variety of jobs leading to careers for competent young men and women of good character.

The Federal Prison System is the largest single prison system in the world. It is strictly a merit service, with appointment, training, and promotion planned to give opportunities for advancement to the best qualified of its personnel.

The requirements for persons entering the service (at a beginning salary of \$2,040 a year) include: (1) good character, which is verified through special investigation by the Civil Service Commission; (2) intelligence and general information equivalent to that possessed by the average high school graduate, as determined by a civil service examination; (3) high physical standards; (4) a well balanced personality, with ability to maintain good relations with others; and (5) freedom from any peculiarity of manner, speech or appearance which might tend to result in ridicule. These are the minimum requirements for entry into the service. Those who have higher qualifications, including professional training or mechanical skills, will find it easier to earn advancement to the better paid and more responsible positions.

All new employees of the Federal Prison System must be given training after they enter on duty, since there is no educational or occupational group from which personnel can be obtained with suitable experience in prison work. In obtaining new personnel, a distinction is made between the experience in a profession or trade in "civilian" life and the experience which must be acquired in prison work through the in-service training sup-

plied by the Federal Prison System. While a new employee may have the skills and techniques needed for similar tasks outside prison work, he must also have special training which he can get only in the Prison System.

New employees are trained to develop prison experience and competence. Professional or technical qualifications which they may need for some of the more important jobs in the prison, they must get by their own volition and on their own time. Through training on the job, however, the Prison System attempts to inform the personnel about the special kind of inter-related work which is performed in a prison.

If personnel suitable for promotion cannot be obtained from within the Prison System, some arrangement must be made for getting suitable persons from outside the System for any job requiring specialized training and experience. For this reason the Federal Prison System gets new workers in three ways: (1) acquiring personnel without experience in the prison field, appointing them at the entrance salary level, and giving them the basic training necessary to acquire prison experience; (2) holding a special civil service examination requiring specific technical or professional experience, also followed by basic training to give the necessary prison experience; and (3) transferring personnel between institutions within the Federal Prison System.

Training for Prison Experience

Everyone who is appointed to the Federal Prison System must pass a physical examination and, after entry on duty, participate in the in-service training course for the development of the required "prison experience." For the protection of both the individual and the institution, the course also includes instruction in defensive tactics and the use of firearms.

Defensive tactics are taught so that an unarmed employee can subdue an unruly prisoner quickly and easily. These tactics include training in nineteen jiu-jitsu holds. The instruction is given on Government time, and after that, each employee is expected to become expert in the use of at least five holds, three of which are mandatory and two chosen by the employee. He attends training classes on his own time for the purpose of maintaining his profi-

ciency in the use of the holds, or he may arrange some other method of practice. Once each quarter he is required to demonstrate his proficiency in the five holds.

In the development of "prison experience" the in-service training course is built around the administration and supervisory control exercised over prisoners, and its duration is dependent, to a large extent, upon the aptitude of the trainee. There are three types of courses representing variations in technique, but each course is concerned with the functions and duties performed under the six classes of service recognized in the Federal Prison System. The definitions, sequence, and explanation are as follows:

- (a) The *Orientation* course is for the purpose of acquainting the trainee with the environment in which he is to work and to give him some help and advice preparatory to undertaking the more difficult training. It is an introduction to prison work accomplished through lectures, tours of inspection, and daily group conferences.
- (b) The *Basic* course provides the trainee with *general* experience in prison work. It consists almost entirely of on-the-job training, during which the trainee acquires a working knowledge of the functions in every one of the six services responsible for the operation of the institution.
- (c) The *Technical* course is the "science" of prison administration. It provides specific experience through the study of essential features of prison administration as they affect all the services. The difference between the Basic and Technical courses is that in the Basic course the general experience relates to the control and supervision of prisoners, while in the Technical course the specific experience relates to procedures and techniques peculiar to prison work.

The In-Service Training Certificate is evidence that you have acquired the necessary "prison experience," and have demonstrated in actual service that you have the required qualifications.

Promotions

In considering any promotion, your pre-entry training and experience, together with what you have learned through the in-service training, will be given full consideration. The in-service training previously explained is what is required of all persons who enter the service, but that does not end your training in prison work. As you advance, you will be given additional training on the job in new skills which apply to prison work.

Promotion in the Federal Prison System is not made on the basis of seniority. The theory is that a person who has been long in the service has had more chance to profit through his experience and training, but should be given recognition on the basis of his accomplishments, not merely because of the number of years he has spent in the service.

Service with the Federal Prison System is a lifetime career. If you have special qualifications, your rise may be comparatively rapid. If you have no special qualifications but are conscientious, have a pleasing, well-balanced personality, are a leader, and are willing to acquire special training as you go, your rise will be slower, but you may reach a responsible administrative position. Salaries start at \$2,040 and range all the way up to \$6,500.

One last word about promotions should be said to avoid any misunderstanding. You must *earn* your promotion in the Federal Prison System. It will neither be given nor withheld through the favor of any official. The promotion plan has been developed so that there will be no blind alleys and so that every man shall have a chance to earn promotion. It would be unworthy of the System to say that everyone who comes into it can be sure that he will be promoted to a better position. That is not the fact. Your promotion will depend on your capacity, your industry, your aptitude, and your personality. You must take advantage of your opportunities and you must earn promotion in competition with others.

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Lesson 1

HISTORY OF THE FEDERAL PRISON SYSTEM

Before you can well understand how a federal prison is administered, you should know something about the history of prisons and how the Federal Prison System functions in the structure of our Government.

MOST people know in a general way something about prisons. They are so familiar with their architecture that they can recognize one as soon as they see it. The prison most of us know is a massive structure surrounded by a high stone wall with armed guards pacing along it. From movies and stories, many people have come to imagine that all prisoners are caged in long rows of steel cells and that every person who commits a crime is a dangerous fellow who must be sent to prison to be punished and to deter others from crime. Many people also think that the simple process of locking a man up for a while will somehow change or scare him into being a law-abiding citizen. We shall see as we go along in this course how far wrong are these common notions about prisons and prisoners.

As a matter of fact, prisons as we know them today are of comparatively recent origin. In primitive times the wrongdoer was not sentenced to a term of years in a prison, but was either exiled or executed. There were no prisons as we now know them. Until the middle of the 16th Century the only prisons were dungeons or strong rooms used to detain persons awaiting trial or sentence, and the sentence was death, mutilation, or banishment.

At the time our forefathers came to this country, not much was done either to make the punishment fit the crime or to reform the criminal. The idea was that a man had chosen "of his own free will" to violate the law. By this theory the individual

freely chooses to be an exemplary citizen, and thus escape death or banishment; or to be mean, immoral, or perverse, and so deserves execution or exile. No one believed that crime could be committed by accident, through ignorance, or as a result of circumstances beyond control. Thus if a man had got into debt or had involuntarily killed or injured someone, it was believed that he had freely chosen this course and deserved only to be punished or exiled.

After America was discovered, the English looked upon it as a good place to send their convicts. Later, when American citizens protested, these difficult cases were sent to other English colonies. The first settlements in Australia, for example, were made by men and women who had been convicted of petty and major crimes in England. The exile and transportation of convicts to America and Australia is one of the most astounding and interesting chapters in the whole long history of penal methods, and was partly responsible for the first sweeping prison reforms. More than half of the first boatload of English prisoners sent to Australia in 1787 died *en route*, and more died soon after they had been sent ashore at what is now Sidney. At about the same time, the horrors of the English prison system were exposed by John Howard, Jeremy Bentham, and Elizabeth Fry. As a result of these things, Parliament passed "The English General Prison Act of 1791," which set up the beginnings of the penitentiary system in England.

In this country, several of the colonies had already erected work houses, among them Massachusetts, Connecticut and Pennsylvania. In 1682 William Penn established a penal code of exceptional mildness. He replaced brutal, mutilating punishment with imprisonment. His code also provided that each county in Pennsylvania was to "build a sufficient house for the restraint, correction, labor and punishment of all such persons as shall thereunto be committed by law." But William Penn was much too far in advance of his times. After his death in 1718 his code was abolished, and the sanguinary laws were restored and continued in force until after the American Revolution.

But Penn's work was not forgotten, for in 1790 Benjamin

Franklin and a number of other citizens of Philadelphia again sought to combine effective custody and punishment of criminals with humane treatment. Through the Philadelphia Society for Alleviating Miseries of Public Prisons, they obtained the passage of a law which marked the beginning of the penitentiary system in the United States. The act established the principle of solitary confinement of prisoners with productive work and strict discipline. The Walnut Street Jail in Philadelphia was remodeled, and for the first time in America, dangerous criminals were segregated in solitary cells, and misdemeanants, debtors, and witnesses were grouped in larger rooms while engaged in productive work at reasonable wages and for reasonable hours.

Similar houses of correction were established in Newgate, New York, in 1796, and at Lamberton, New Jersey, in 1798. But by 1820 the Walnut Street Jail and others patterned after it came into disrepute. They became so seriously overcrowded that segregation was impossible, and the politically appointed personnel was so inadequate that neither industry nor discipline could be maintained. Continuing, however, to seek a solution, the Philadelphia Society worked out its theories in what came to be known as the Pennsylvania or Separate System of punishment. This was that solitary confinement for all convicts should be relieved only by a small amount of handicraft labor, Bible reading, and moral instruction. The Eastern Penitentiary built in Pennsylvania in 1829 is the most notable example of the Separate System. In this prison the rooms or housing units stemmed from a central rotunda to facilitate supervision. The building is still used today, in a considerably modified form of course, for prisoners convicted in the Pennsylvania State Courts.

In the meantime a new prison at Auburn, New York, had been started in 1816. This was to have a profound effect on the development of American prisons. In this prison, the prisoners were housed in separate cells at night but worked together, though in strict silence, in workshops during the day. It was a prison within a prison, so to speak. Rows of cells were built

back to back, tier upon tier, with doors opening upon a corridor or gallery. The silent system of prison management with its profitable prison industries became the accepted pattern for American penitentiaries, notably Sing Sing, New York; Wethersfield, Connecticut; Charlestown, Massachusetts; and Baltimore, Maryland.

The Federal Prison System

The Continental Congress set the pattern of the early Federal Prison System when in 1776 it provided that persons charged with federal offenses might be confined in state and county prisons. Early in the 19th Century, every state agreed to take federal prisoners in state institutions if the board and subsistence of these prisoners was paid for by the Federal Government. With the admission of each new state, similar statutes were enacted.

During the Revolution, General Washington confined prisoners of war to the burrows of an old mine near the town of Simsbury, Connecticut, which remained the Connecticut Prison until 1827. "The horrid gloom of this dungeon can be realized only by those who passed along its solitary windings," said an observer. "The impenetrable vastness supporting the awful mass above, impending as if ready to crush one to atoms; the dripping water trickling like tears from its sides; the unearthly echoes responding to the voice, all conspired to strike the beholder with amazement and horror."

For more than a century federal prisoners were kept in state prisons, for there were so few federal prisoners that separate institutions for them were not thought necessary. There were several reasons for this. In the first place, the federal criminal law was not extensive and did not apply to many individuals. Moreover, the enforcement of criminal law was left almost entirely to the states. The Constitution divided power between the central government and the states, and the Tenth Amendment provided that "powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively or to the people."

Now the enumerated powers of the Federal Government are surprisingly few, particularly as they relate to criminal law enforcement. Under the Constitution, Congress has power to provide for the punishment of counterfeiting, as well as to define and punish piracies and felonies committed on the high seas and offenses against the law of nations. However, it has no other inherent criminal law jurisdiction except that derived from its powers to regulate interstate commerce, uphold taxation laws, and enforce Constitutional amendments. In recent years the activities of the Federal Government in controlling crime have increased, partly through the need to enforce federal regulatory functions and partly because state and local laws were seen to be only partly effective. The Federal Government also now exercises law enforcement functions which are quite remote from other federal services and activities. These functions are aimed directly at crime as such and are designed to supplement state and local activities.

For the most part, the new policies make use of the Congressional power to regulate interstate and foreign commerce. One of the early federal laws growing from this power is the White Slave Traffic Act (the "Mann Act") passed in 1910. Another was the Dyer Motor Vehicle Theft Act of 1919. Under this act persons who transport a stolen motor vehicle from one state to another, knowing it to have been stolen, may be prosecuted in the Federal Courts. In 1934 the National Stolen Property Act extended the provisions of the Motor Vehicle Act to all other stolen property having a value of \$5,000 or more.

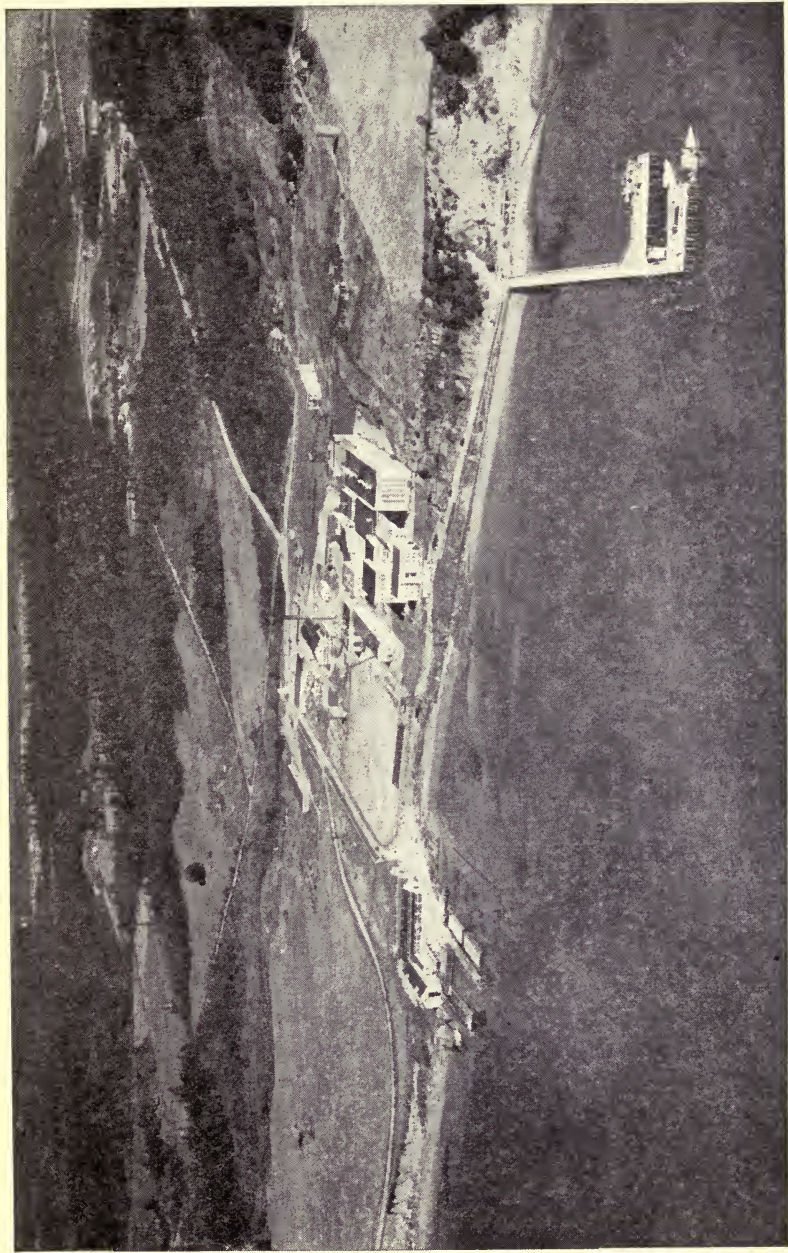
The Federal Government also uses its taxing and postal powers as a means of controlling crime. Thus the transportation, possession, or sale of untaxed or unstamped narcotics is a violation of the federal law. Likewise it is a federal crime to manufacture or sell whiskey on which the tax is not paid. Using the mails to defraud, or for certain improper purposes, is a federal offense. The field of federal criminal law enforcement has twice been enlarged by constitutional amendment. The Thirteenth Amendment prohibited slavery, and the Eighteenth prohibited traffic in intoxicating liquors. Persons who commit

murder, arson, rape, etc., on federal property are also subject to trial and punishment by United States Courts. These are not the only examples of federal law enforcement, but they are enough to show that the Federal Government has assumed increasing responsibilities for general law enforcement.

The Growth of the Federal Prison System

From the beginning of our Government until 1896 no federal prisons were built unless we consider the jails built for use by the Territorial Government as a part of the Federal System. One such territorial prison was the Marshal's jail for the Northwest Territory, which was completed and occupied in 1870 and later became the McNeil Island Federal Penitentiary. (The airplane view of the McNeil Island Penitentiary opposite page 6 shows the institution as it is today. All of the old buildings which form the territorial jail have been replaced by new, modern buildings. This is a close custody institution.) But as the long arm of the federal law began to reach out in its efforts to control crime, a considerable agitation began for the construction and development of a distinct Federal Prison System. This was partly because the state systems were unsatisfactory, partly because the prisoners were treated cruelly and inhumanly in a number of the states where they were held, and partly because the states did not wish the federal prisoners held in their institutions. Consequently, in 1891 Congress authorized the construction of three federal prisons, although no appropriation was made for the purchase of sites or the erection of buildings. In the next five years, however, continuing objections to the old system made it necessary for Congress to appropriate funds for the building of these institutions.

One example of the agitation which caused Congress to appropriate the necessary funds was the trouble in the Arkansas State prison. It was reported to Attorney General Garland that at Fort Smith, Arkansas, convicts, witnesses, and persons accused of crime were "confined in what is commonly dignified by the title of United States Jail but which is in reality little better than a pen in which white, Indian, and negro prisoners



United States Penitentiary, McNeil Island, Washington

are indiscriminately huddled." Six years after this report was made a local District Judge and Grand Jury stated that women prisoners there were "only separated from the male prisoners by the iron grating, thereby allowing free and unrestricted conversation between them." Finally, therefore, in 1895, the military prison at Fort Leavenworth was transferred to the Department of Justice under a license from the War Department. Some three-story barracks buildings at the Fort had been converted into a prison by placing a row of steel cages on each floor. The War Department, however, objected to the use of this institution for civilian prisoners and suggested the construction of an institution on an adjoining plot of land which the War Department transferred to the Department of Justice. There the present Leavenworth Penitentiary was built. Prisoners held in the military prison were marched each day to the site of the new institution where they were employed in its construction. Since the plan of the institution was extensive, the prison was not ready for occupancy until about 1905.

The construction of a penitentiary at Atlanta, Georgia, was begun in 1899. A few years later, after the State of Washington had refused to accept the territorial prison built in that state by the Federal Government, the McNeil Island Penitentiary was designated a federal prison. As the population of the United States increased and the Federal Government widened its criminal jurisdiction, the number of federal prisoners steadily increased. It became necessary, therefore, to add new penal institutions. But it was not until 1925 that a law was passed authorizing the establishment of a federal reformatory.

Before describing the growth of the Federal Prison System further, let us distinguish between the terms penitentiary and reformatory. A penitentiary is an institution of strict discipline to which persons are sentenced "to hard labor." It was originally a "place of penance" where hardened offenders were kept in solitude and punished in ways that today seem harsh and cruel. The reformatory had its beginning at the time when those interested in the prison system insisted that prisons must reform as well as punish. The first reformatory in the United

States was constructed at Elmira, New York, and was designed to rehabilitate first offenders between the ages of sixteen and thirty years. The building combines cells for individual confinement much as in the Auburn prison, but great emphasis was laid on work, vocational training, and academic education. The rule of silence enforced in the penitentiaries, and the attendant brutal punishment, were abolished. A system of grading and indeterminate sentences was established as an incentive for reformation and to maintain discipline. And, for the first time in the United States a parole system was adopted as a means of releasing prisoners. The Elmira Reformatory had a strong influence not only on the treatment of young first offenders, but on that of older prisoners as well.

The plea for adequate federal reformatories was frequent from the time the Elmira Reformatory was established, but it received no really serious attention until 1925 when the construction of a U. S. Industrial Reformatory at Chillicothe, Ohio, was begun. At about the same time the construction of a reformatory for women, at Alderson, West Virginia, was authorized. Until that time, women had been boarded out in state prisons or had been kept at the Leavenworth Penitentiary, where the warden's mother served as matron without pay.

The term "reformatory" is now applied to an institution for young, reformable first offenders, whereas the term "penitentiary" is applied to a prison for the more hardened offenders. A penitentiary is considered the most ignominious place of confinement. It should be remembered in this connection that both the reformatory and penitentiary are to be distinguished from the jail and the correctional institution. The term "jail" is now used to describe an institution where persons are held awaiting trial or to serve a short sentence. Confining a man to a jail is supposed to be a lighter and milder form of punishment than confining him to a penitentiary, though the conditions in most jails are less pleasant and constructive than those in modern penitentiaries. However, a person convicted of an offense for which the maximum sentence which can be imposed is less than one year and one day cannot be confined in a penitentiary without his consent. In this course, for general

purposes, the word "prison" is used to refer to any federal penal institution.

To get away from the deplorable conditions that exist in most jails, the Federal Government has constructed a number of "correctional institutions" located in various parts of the country. These institutions can be used not only for persons awaiting trial or serving short sentences, but also for men who must serve sentences of more than a year. The policy of the Department of Justice, however, is not to commit to these correctional institutions "hardened" offenders or prisoners who are dangerous or have escape records.

The "topsy-like" growth of the Federal Prison System is interesting not only because it parallels the growth of the Federal Government but indicates how little real planning there was. It was not until 1930, when Congress authorized an investigation of the Federal Prison System, that a definite plan and program for the entire system was drafted. This investigation followed upon difficulties which had occurred in federal prisons due to overcrowding and shortage of work opportunities. It also grew out of the need for a separate administrative organization in the Department of Justice to care for the extensive system of federal prisons which had grown up to take care of prohibition violators.

As a result of this investigation and the continuing recommendation of Attorneys General that a special bureau be organized to supervise, control, and manage federal penitentiaries, Congress passed a number of acts which have become the charter of the present Federal Bureau.

These acts: (1) defined the powers and duties of the Attorney General and the Director of the Bureau of Prisons in the care and treatment of federal prisoners; (2) authorized the establishment of another penitentiary, another reformatory, a hospital for the criminal insane, and a number of short-term institutions; (3) authorized the Public Health Service to administer medical and psychiatric services in the federal institutions; (4) authorized the establishment of a system of employing

federal prisoners; (5) extended and widened the Federal Probation System; and (6) established a full-time Federal Board of Parole. As you have seen, when the Bureau of Prisons was established, there were penitentiaries only at Atlanta, Leavenworth, and McNeil Island, and a reformatory for young men at Chillicothe and one for women at Alderson, West Virginia. A small jail or detention headquarters had also been established in New York City when the city authorities refused to hold federal prisoners awaiting trial. These six institutions comprised the Federal Prison System in 1930. At the time this book was written there were twenty-four federal prisons. The following list, and the map opposite page 13, will show you where these institutions are and will give you an idea of the breadth of the present Federal Prison System.

ALABAMA

Federal Prison Camp at Montgomery

ARIZONA

Federal Prison Camp at Tucson

CALIFORNIA

United States Penitentiary at Alcatraz Island

Federal Correctional Institution at Terminal Island (at present transferred to the Navy for use as a receiving station)

COLORADO

Federal Correctional Institution at Englewood

CONNECTICUT

Federal Correctional Institution at Danbury

DISTRICT OF COLUMBIA

National Training School for Boys

FLORIDA

Federal Correctional Institution at Tallahassee

GEORGIA

United States Penitentiary at Atlanta

IDAHO

Federal Prison Camp at Kooskia (at present on loan to the Immigration Service for use as a detention station for aliens)

INDIANA

United States Penitentiary at Terre Haute

KANSAS

United States Penitentiary at Leavenworth

KENTUCKY

Federal Correctional Institution at Ashland

LOUISIANA

Federal Detention Headquarters at New Orleans (at present on loan to Coast Guard as a receiving station)

McNEIL ISLAND
DU PONT
KOOKIA
SANDSTONE
TERRE HAUTE
ASHLAND
ALDERSON
MILL POINT
PETERSBURG
LEWISBURG
DISTRICT OF COLUMBIA
DANBURY
NEW YORK
ENGLEWOOD
LEAVENWORTH
SPRINGFIELD
EL RENO
TEXARKANA
SEAGOVILLE
LA TUNA
TUCSON
TERMINAL ISLAND
ALCATRAZ
ATLANTA
MONTGOMERY
TALLAHASSEE
NEW ORLEANS

**GEOGRAPHICAL SPREAD
OF THE
FEDERAL PRISON SYSTEM**

●PETERSBURG

- MICHIGAN
Federal Correctional Institution at Milan
- MINNESOTA
Federal Correctional Institution at Sandstone
- MISSOURI
Medical Center for Federal Prisoners at Springfield
- NEW YORK
Federal Detention Headquarters at New York City
- OHIO
Federal Reformatory at Chillicothe
- OKLAHOMA
Federal Reformatory at El Reno
- PENNSYLVANIA
United States Penitentiary at Lewisburg
- TEXAS
Federal Correctional Institution at La Tuna
Federal Reformatory for Women at Seagoville (at present
on loan of Immigration Service for use as a detention
station for aliens)
Federal Correctional Institution at Texarkana
- VIRGINIA
Federal Reformatory at Petersburg
- WASHINGTON
United States Penitentiary at McNeil Island
Federal Prison Camp at Dupont (at present transferred to
McNeil Island to conserve personnel and reduce operating costs)
- WEST VIRGINIA
Federal Reformatory for Women at Alderson
Federal Prison Camp at Mill Point

Summary

The punishment for crime by imprisonment is comparatively recent. Before the penitentiary system was established in England in 1791, criminals were punished by death, mutilation, or banishment. In this country, through the early influence of William Penn, the principle of solitary confinement, productive work, and strict discipline was established as a humane method of treatment, and became known as the Pennsylvania System. This system, however, was replaced some years later by the Auburn System, which housed prisoners in separate cells at night and gave them congregate work during the day.

Until 1890, federal prisoners were housed in state and county prisons, for federal criminal law was not yet extensive and there were few federal prisoners. In more recent years,

the control of the Federal Government over crime has increased, and it now exercises broader law enforcement functions. In 1891, Congress authorized the construction of three federal prisons. But it was not until 1930 that the Federal Prison System, based on a definite plan and program, was established. At that time the Federal Prison System comprised six institutions.

REVIEW QUESTIONS

Lesson 1

Instructions for the True-False Questions: Some of the following statements are true; some are false. Place a circle around the T in front of each true statement; place a circle around the F in front of each false statement.

Example: (T) F The Central headquarters of the Federal Prison System is located in Washington, D. C.

Example: T (F) Federal employees receive three months leave every year.

T F 1. For many years, federal prisoners were housed in state prisons.

T F 2. The Federal Prison System controls female as well as male prisoners.

T F 3. Prisons as we know them today are of ancient origin.

T F 4. Under the early theory of crime, an attempt was made to make the punishment fit the crime.

T F 5. The Pennsylvania system is based on the idea of congregate work shops in the daytime and separate cells at night.

T F 6. In modern terminology, a "jail" is an institution where persons are held awaiting trial or serving short sentences.

- T F 7. The Bureau of Prisons maintains at least one penal institution in each of the 48 states.
- T F 8. The founders of our Government made provision in the Constitution for a Federal Prison System.
- T F 9. The Auburn System is based on the idea of solitary confinement with work in the cells.
- T F 10. In modern terminology, a "penitentiary" is an institution for hardened offenders.
- T F 11. Penitentiaries were originally meant as places to reform rather than places to punish prisoners.
- T F 12. A reformatory was originally a place for persons awaiting trial.
- T F 13. The Dyer Act regulates the punishment of a person who transports a stolen automobile across a state line.
- T F 14. There were 2 outstanding reasons for establishing federal prisons: improper treatment in state prisons and the states did not want federal prisoners.
- T F 15. In modern terminology, a "reformatory" is a place for young, reformable, first offenders.
- T F 16. The word prison refers to any institution in the Federal Prison System.

Instructions for the Multiple-Choice Questions: Four answers are given to each of the following questions. Decide which is the best answer. Then write the number of the best answer on the line to the left.

Example: 4 The Federal Prison System deals with prisoners who have violated (1) city laws. (2) county laws. (3) state laws. (4) federal laws.

..... 17. Congress formally created the Federal Prison System in: (1) 1870. (2) 1896. (3) 1925. (4) 1930.

- 18. Congress first recognized the need for federal prisons in about: (1) 1850. (2) 1890. (3) 1925. (4) 1930.
- 19. Congress authorized the building of 3 federal prisons in: (1) 1885. (2) 1891. (3) 1925. (4) 1930.
- 20. Congress authorized the building of 2 reformatories in: (1) 1870. (2) 1896. (3) 1925. (4) 1930.

21. What federal penal institution is nearest to the town or city you would like to live in?

Instructions for the Thought Questions: The thought questions which appear at the end of this and succeeding lessons are intended to help you train yourself in expressing your ideas. While you need not submit any answers to these questions, you will find the training of value later in the course when you will be asked to submit answers to the seven thought questions at the end of the book to become a part of your Prison Service training record.

22. What reasons are there for and against having federal criminal institutions as well as those for states, counties, and cities?

Lesson 2

BUREAU FUNCTIONS

This lesson explains the functions performed by the Bureau of Prisons as a supervisory agency responsible for the formulation of policies and the improvement of administrative procedures.

THE seat of government is in the District of Columbia, and there the executive departments have their headquarters. Much of the work of each department is performed elsewhere, and the personnel not assigned to headquarters is referred to as the "field service." The Attorney General is head of the Department of Justice, which was established by law in 1870; the Bureau of Prisons, created in 1930, is in the Department of Justice. The Director and all employees of the Bureau of Prisons are appointed by the Attorney General. The Bureau has charge of the management and regulation of all penal and correctional institutions and is responsible for the safekeeping, care, protection, instruction, and discipline of all persons charged with or convicted of offenses against the United States. The warden or superintendent, as chief executive officer of a prison, is the agent of the Bureau.

Functions of the Bureau

The Bureau in the exercise of its statutory duties is not organized into distinct divisions and units; it is rather an association of specialists, each selected because of special knowledge and attainments. This type of selection extends to the field also, since wardens and associate wardens are selected because of demonstrated ability as administrators of an institution.

Bureau Policy

The policy followed by the Bureau is to delegate to the warden ample authority for the exercise of independent judg-

ment. That does not mean that he may run the institution to suit his personal inclinations, but it does mean that when the Bureau has indicated the policy and objective he may exercise his ingenuity in improving procedures.

Use of Appropriations

Probably the use of appropriated funds affords as good an example of the delegation of authority as any other procedure controlled by the Bureau. In the first instance the warden submits to the Bureau his estimate of requirements for: (1) personnel; (2) per capita cost of maintaining the number of prisoners he estimates will be committed to his institution; and (3) non-recurring projects, supported by a full explanation of the necessity for each item. The Bureau then decides what portion of the warden's estimate shall be included in the general budget for the field service. When the money has been appropriated, quarterly allotments are made to the warden based upon the Bureau estimate of institutional requirements. The Bureau establishes the per capita cost and makes a quarterly allotment of the funds necessary for maintaining the institution based on the average number of prisoners; the Bureau approves all specifications for subsistence and maintenance supplies, but the warden purchases, stores, and distributes the supplies for the institution. When special non-recurring purchases are to be made or work undertaken, the Bureau prepares technical specifications and drawings, and lends advice and assistance when needed, but the warden makes the contract and sees to its execution.

Procurement of Supplies

In some instances the Bureau makes consolidated contracts for the field service for the procurement of such articles as flour, yeast, sugar, coffee, tea, packing-house products, canned goods, and the like. These contracts are sent to the field service, where purchase, delivery, storage, distribution, and payment are arranged. Unless the article to be procured is common to two or more institutions, no consolidated contract is made, and

for this reason each institution is responsible for procuring the thousands of articles needed by the prison community.

Control of Treatment Program

In an integrated service such as the Federal Prison System, the Bureau is responsible for the classification of institutions and for establishing policies to determine the type of prisoners to be confined in the various institutions. In accomplishing this purpose, the Bureau must plan an extensive treatment program and arrange for the transfer of prisoners between institutions. The Bureau has exclusive control over designating the place of confinement; it passes upon recommendations for transfer; it reviews disciplinary reports; and it examines the reports and recommendations of the classification committee regarding the treatment plans for prisoners.

Educational Program

The Bureau plans the educational and vocational training program to be undertaken by the respective institutions, assists through technical and administrative advice, and coordinates the work carried on in the field. Not all institutions are required to maintain the same degree of training, and educational work is graduated to meet the demands of the service. For example, in a short-term institution, only a limited educational program is undertaken, and stress is placed upon useful employment which may lead to a job outside the institution. A longer-term institution for young men may utilize fully the educational and vocational training opportunities which the Bureau provides. The amount of education which an institution may offer and its program for placing prisoner trainees in jobs outside the prison when they are released is determined by the Bureau, which also arranges for educational equipment, outlines the general policy of instruction, and aids in its execution.

Personnel Policy

Since there is no occupational or professional group from which persons with suitable prison experience can be obtained

new employees for prison work must get their experience in the prison to which they are appointed. The Bureau appoints men in three ways: (1) at the minimum entrance salary; (2) to a particular job at whatever entrance salary is established for that job; and (3) by transfer from one prison to another at the appropriate salary. Under the first two methods, the new worker must acquire prison experience before he completes the probationary period of service. The Bureau determines the standards for the respective jobs, passes upon the qualifications of the individual, and prescribes the course of training, but the warden selects and recommends the individual, and his report of how the individual does his job is the deciding factor in his retention.

General Services

The Bureau performs specialized services for the field, such as (1) preparing plans and specifications for repairs, alterations, and the construction of buildings, (2) giving advice and recommendations regarding mechanical appliances and fixtures, (3) maintaining contacts with other Government agencies in Washington in order to get technical advice regarding the inspection of meats by the Bureau of Animal Industry, the testing of materials by the Bureau of Standards, the procurement of motor vehicles by the Procurement Division, and the building of roads by the Bureau of Public Roads, (4) obtaining assistance from attorneys of the Department of Justice regarding legal decisions affecting sentences imposed upon prisoners, the purchase of land, representation in defense of action against field agents resulting from official acts, and (5) preparing and issuing rules, regulations, circulars, and memoranda of instruction on matters of policy and procedure.

The emblem of the Bureau symbolizes its ideals. The illustration opposite this page shows the emblem, which is also the insignia to be worn by employees and the official seal of the organization. It signifies intelligent, enlightened custody administered with courage and justice. The rays of light falling on the open book, on which the key is superimposed, suggest enlightenment, knowledge, and custody. The encircling oak



Emblem of the Federal Prison System

leaves, symbolic of strength, represent the courage and justice of the administration.

Medical Service

The Public Health Service is responsible for providing adequate medical and hospital service for the field, and there is associated with the Bureau staff a director of medical service, who exercises for the Public Health Service a general over-all supervision of the medical and hospital units in the several institutions. This official is responsible for selecting, transferring, and supervising equipment and special medical and hospital supplies, and for the discipline and control of the medical staff at each institution. This service is coordinated with, but not responsible to, the Bureau or any of its field staff; it is responsible only to the director of medical service, who represents the Public Health Service. This is one instance where two separate and distinct Government agencies have worked side by side on the same project, each responsible for a distinct part of the work, in harmony and full cooperation, with results entirely satisfactory to the Government. This is one feature of headquarters supervision of which the Bureau is especially proud.

Board of Parole

In 1930 a Board of Parole was established by law, to be composed of three members appointed by the Attorney General. This board is empowered to release on parole any prisoner convicted of an offense against the United States and confined in a federal prison for a definite term of over one year, subject to certain statutory limitations and rules and regulations prescribed by the Board. It also has the power to revoke parole, issue a warrant, and return the parolee to prison to serve out his sentence if the terms and conditions of the parole are violated. This Board is independent in the exercise of its statutory powers, but it functions as a part of the administrative organization of the Bureau of Prisons.

Prison Industries

Federal Prison Industries is a Government corporation

established by law and under Executive Order. It determines what industries shall be carried on in the prisons. In operating these industries, it provides vocational and trade training for the prisoners. It began operation in 1934. Before that time the factories had been operated by the Industries Division of the Bureau of Prisons. The new law broadened the scope of industrial possibilities, and a greater number of small industries were established. In effect, however, the operation of the industries in the prisons, even though now conducted by the corporation, is still as much a part of the Bureau of Prisons as before, just as are the farms or any of the maintenance shops.

The products of this corporation can be sold only to governmental departments and agencies; and the law requires that they purchase from the prison all products which meet their requirements and are available. Lists of articles fabricated by the federal prisons are filed with the General Accounting Office, and vouchers submitted for the purchase of such commodities from private industry are not approved unless accompanied by a statement from Prison Industries, Incorporated, to the effect that they cannot supply these items.

Like other corporations, Prison Industries, Inc., has a board of directors. This board is appointed by the President, one member to represent the Government; one, agriculture; one, retailers and consumers; one, industry; and one, labor. This is a policy-making board and the members receive no salaries. Ordinarily the board meets twice a year. The day-by-day activities of the corporation are conducted under the immediate supervision of the Director of the Bureau of Prisons, who is also Commissioner of Industries. The wardens of the various institutions in effect are ex-officio business managers for the corporation at their respective institutions. The industries of each prison are managed by a Superintendent of Industries and his staff of foremen and civilian workers. These individuals are paid from the working capital funds of the corporation, and are as much a part of the institution staff as are other employees.

Federal Prison Industries, Incorporated, now operates

forty-seven factories and shops in twenty institutions of the Federal Prison System.

The foregoing is a mere outline of the place which Federal Prison Industries occupies in the Federal Prison System. The general work and operation of this corporation will be further discussed in Lesson 14.

Summary

The central office of the Bureau of Prisons is a policy setting office. In addition, its officers act as heads of the various field services which weld the Federal Prison System into an integrated whole. This is accomplished by coordinating each service with every other service and by coordinating the work of each prison with that of the others.

REVIEW QUESTIONS

Lesson 2

- T F 1. The Bureau of Prisons is under the Treasury Department.
- T F 2. Headquarters of the Bureau of Prisons is in the District of Columbia.
- T F 3. The director of medical service in the Bureau is an employee of the Public Health Service.
- T F 4. New employees in the Bureau have usually acquired experience in prison work before they are hired.
- T F 5. The warden runs his prison more or less as he pleases, without regard to Bureau policies.
- T F 6. Employees of the Bureau of Prisons must acquire basic prison experience before they complete their probationary period.
- T F 7. Some of the prison products are sold on the open market.

- T F 8. The warden establishes the per capita cost of maintaining his prison.
- T F 9. The Parole Board has the power to issue a warrant if one of its wards violates his parole.
- T F 10. The members of the Board of Directors of Federal Prison Industries, Inc., serve without pay.
- T F 11. The Board of Parole functions as part of the administrative organization of the Bureau.
- T F 12. The employees of Federal Prison Industries, Inc., are paid from the corporation funds.
- T F 13. The Bureau contracts for an article only when it is needed by two or more prisons.
- T F 14. The operation of Federal Prison Industries, Inc., is entirely separate from the Bureau.
- T F 15. The Bureau staff in Washington is organized into distinct divisions and units.
- T F 16. The extent of the educational work which a given prison may do is determined by the Bureau.
- T F 17. The warden must obtain the approval of the Bureau before contracting for any non-recurring project.
- T F 18. The Bureau passes upon the qualifications of new employees.
- T F 19. The power to revoke a parole is held only by the courts.
- T F 20. The Board of Directors of Prison Industries, Inc., is appointed by the President of the United States.
- T F 21. The Bureau stores supplies for the prisons.
- T F 22. Once a prisoner is paroled, he can be returned to prison only if he commits another crime.
- T F 23. The Director of the Bureau of Prisons is the Commissioner of Industries.

- T F 24. When the Bureau contracts for the purchase of flour for several prisons, the bill is paid by the Bureau.
- T F 25. Federal Prison Industries, Inc., was established by law in 1934.
- T F 26. Federal Prison Industries, Inc., operates factories in each federal prison.
- T F 27. Each prison maintains the same educational courses.
- 28. The chief executive of a prison is the: (1) Attorney General. (2) Director of the Bureau. (3) warden. (4) chairman of the Classification Committee.
- 29. The Bureau has a particularly close relationship with the: (1) Public Health Service. (2) Bureau of Animal Husbandry. (3) Bureau of Standards. (4) Treasury Department.
- 30. The money appropriated for use in the prison is allotted to the warden: (1) annually. (2) bi-annually. (3) quarterly. (4) monthly.
- 31. The term "field service" refers to the personnel: (1) at headquarters in Washington. (2) in the various prisons. (3) working in the farm service. (4) who make inspections at several prisons.
- 32. The Bureau recruits its employees: (1) at the minimum entrance salary. (2) to a particular job at the entrance salary established for that job. (3) by transfer of employees from one prison to another. (4) by all three of the methods listed above.
- 33. In his position of administrator of the prison, the warden: (1) is closely supervised by the Bureau. (2) runs the prison about as he pleases. (3) must carry out Bureau policies but may appeal to the Attorney General whenever he feels the policies to be mistaken. (4) is allowed ample authority for the exercise of independent judgment.

- 34. Vocational and trade training for the prisoners is provided by: (1) Federal Prison Industries, Inc. (2) the educational service. (3) the training service. (4) the supervisors of whatever work the prisoner happens to be doing.
- 35. The law regarding the purchase of prison products is enforced by the: (1) prison wardens. (2) Director of the Bureau. (3) Treasury Department. (4) General Accounting Office.
- 36. A short-term prison stresses: (1) education. (2) vocational training. (3) farming. (4) religious training.
- 37. The rules and regulations for a prison are issued by the: (1) courts. (2) Attorney General. (3) Bureau. (4) warden.
- 38. The members of the Board of Parole are appointed by the: (1) President. (2) courts. (3) Attorney General. (4) Director of the Bureau.
- 39. An institution is classified according to the type of prisoner who should be confined there by the: (1) courts. (2) Attorney General. (3) Bureau of Prisons. (4) warden.
- 40. A governmental department must purchase a prison product: (1) if it meets the requirements and is available. (2) if it cannot find a better similar product on the open market. (3) only when the commercial product is not available. (4) at its own discretion.
- 41. Prison personnel are selected by the: (1) Attorney General. (2) Director of the Bureau. (3) Personnel unit of the Bureau. (4) warden.
- 42. A warden who feels that one of his prisoners should be confined in another prison should: (1) recommend the transfer to the Bureau. (2) recommend

the transfer to the court. (3) send the prisoner to the prison in which he feels the prisoner should be. (4) write to the warden at the prison in which he feels the prisoner should be and find out if the other warden approves.

- 43. Federal Prison Industries, Inc., now operates about:
(1) 30 factories. (2) 50 factories. (3) 70 factories.
(4) 90 factories.
- 44. The effect of establishing Federal Prison Industries, Inc., was that: (1) factory work was started for the first time in the federal prisons. (2) a greater number of small industries was established. (3) the work of maintaining the prison was transferred to the new corporation. (4) Prison products were sold to the Federal Government for the first time.

Thought Questions

- 45. What improvements may result from placing prisoners of different types in separate prisons?
- 46. If a prisoner could be rehabilitated in five years but not in two, would you be in favor of keeping him in prison five years? What difficulties might such a plan encounter if it were authorized by law?

Lesson 3

INSTITUTIONAL SERVICES

This lesson will give you a general picture of the organization in the institutions of the Federal Prison System. It should also give you some idea of the many types of specialized personnel required.

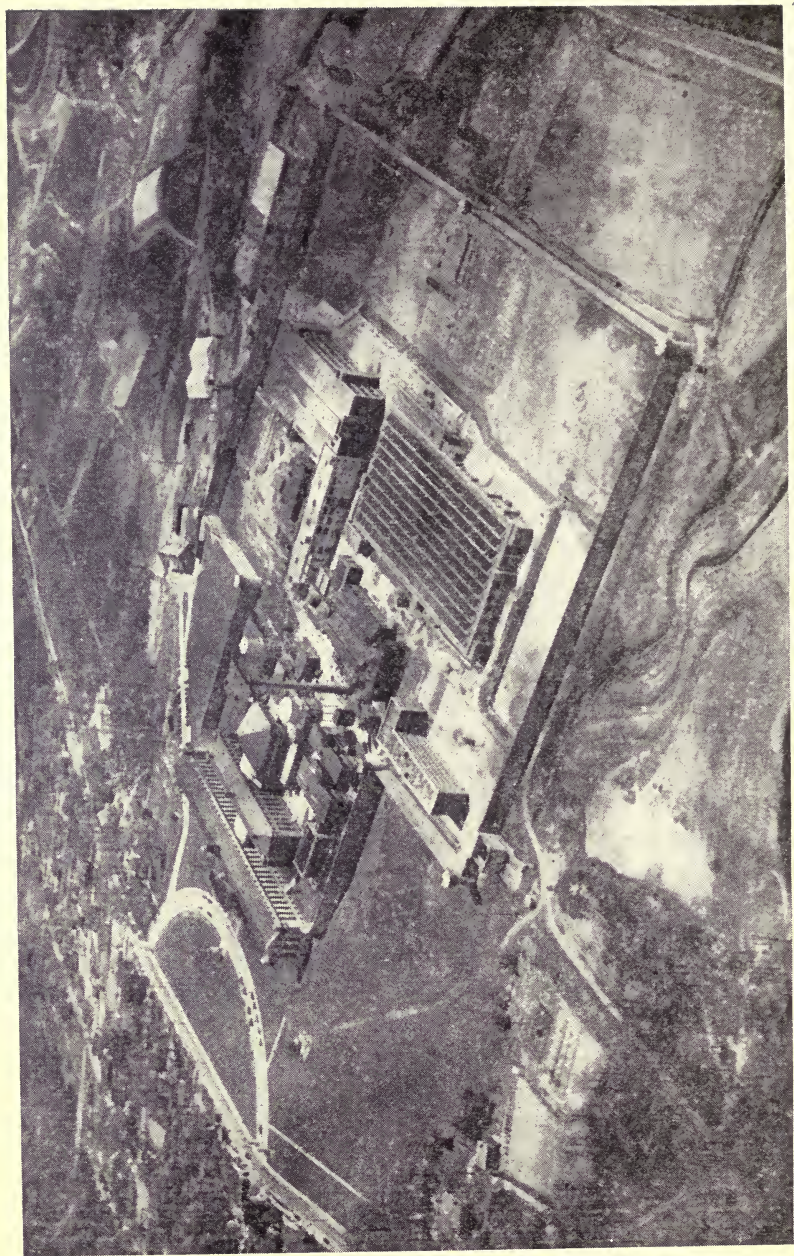
UPON the warden is imposed full responsibility for the accomplishment of the two general objectives of a prison—safe custody and rehabilitation of prisoners. In order to accomplish these objectives most effectively each prison has a number of operating units or services. The Bureau tries to secure coordination of activities among these services without destroying the initiative and creative ingenuity of the warden. The institutions are similar in make-up and objective, but many are different with respect to the delegation of duties to certain officials. Hence, the explanation of the field organization which follows does not go into detail but presents a general picture.

The general administrative control planned for an institution depends on its size. In the larger prisons, the general plan of organization may be thought of as comprising seven operating units under the direction and guidance of the warden and his staff officers.

The Atlanta Penitentiary, which is a close custody institution, offers an excellent illustration of how the seven services operate in a large prison. (Picture opposite page 31.)

1. The Administrative Service

The functions of this service are comparable to those of a business organization. It deals with all types of records and accounts, the procurement of supplies and equipment, the storage and distribution of supplies from main and subsidiary



United States Penitentiary, Atlanta, Georgia

warehouses, fire, safety, and sanitary inspections, surveys of equipment, public relations, the transportation of prisoners, and getting and training personnel. This service offers excellent opportunities for men with clerical experience and administrative ability.

This service is headed by the business manager. It is his duty to see that the functions of the administrative service are coordinated with those of other services. The chief clerk, who is in charge of the clerical organization, is responsible for procuring, storing, and distributing all articles, food, and commodities used by the institution, as well as bookkeeping, cost accounting, property accounting, the preparation of payrolls, the arrangement for payment of all money disbursed by the institution, the recruitment and training of clerks and stenographers, and the receipt, banking, and disbursement of funds belonging to the prisoners in the institutions.

2. The Mechanical Service

This service is made up of the trades and engineering personnel responsible for handling and testing fuel, operating the power plant and the automotive, carpentry, plumbing, machine, electrical, and sheet metal maintenance shops, and for all construction work in the institution.

The mechanical services in the various federal prisons are responsible for maintaining buildings and equipment valued at fifty-five million dollars, all of which must be kept in good repair. A water system must be maintained not only adequate in quantity but which meets the tests of the sanitary engineers of state and federal water departments. The sewage system for the institution also must comply with the state and federal regulations. Intramural telephone systems must be installed and maintained. The institution depends on its own power plant for heat and for emergency electricity.

Each institution should have at least one mechanical engineer in charge of the technical work of this department. The engineer of the power plant under the general supervision of

the mechanical engineer has at least four assistants and is responsible for the operation of the power house and all services going out of it. A general foreman, under the general direction of the mechanical engineer, is responsible for coordinating all carpentry, electrical, plumbing, and other maintenance shops. Each of these shops is administered by a chief and from one to four assistants, depending on the size of the institution and the work to be performed.

The mechanical engineer prepares all plans, draws up specifications, and secures approval of the Bureau for mechanical and shop work. The general foreman superintends the work of the various shops under the general direction of the mechanical engineer.

3. The Custodial Service

The custodial service of each prison is headed by a captain, and the lieutenants, who are his assistants, are responsible for coordinating the work. Each lieutenant heads certain definite phases of the prison work performed by experienced personnel. He is assisted by trainees who are acquiring experience. There is no such thing in the Federal Prison System as a "guard"; in the custodial service, employees are instructors or supervisors responsible for carrying out the plans of the rehabilitative services, maintaining order and discipline in the institution, and preventing prisoners from escaping.

To insure a well-balanced penal organization, each employee must have an intimate knowledge of every phase of prison work and understand how it affects the institution in which he is employed as well as the service as a whole. This training is best acquired through instruction in the daily routine of the diversified duties of the custodial posts.

The custodial employees are responsible for the supervision of prisoners assigned to any task throughout the prison. In addition, they are responsible for the prisoners' routine throughout the day. A prisoner's typical day is given below:

- 5:30 A. M.—Arises, cleans his quarters, washes, shaves and prepares for the day.
- 6:00 A. M.—Goes to breakfast in the dining hall.
- 6:30 A. M.—Work begins.
- 10:30 A. M.—Stops work; dinner.
- 11:00 A. M.—To the yard for an hour's recreation, to the library, or to school.
- 12:00 Noon—Returns to work.
- 3:30 P. M.—Stops work, has supper, and returns to quarters.
- 5:00 P. M.—Except for a few months in the winter, he may go to the recreation field for recreation again and remain there until 7:30 p. m.
- 7:30 P. M.—Returns to quarters; listens to radio, reads, studies, or otherwise occupies himself until lights-out.
- 10:00 P. M.—Lights go out.

On Sunday, the hours which are devoted to work on week days are used for religious services or for recreation. On Saturday afternoon there is usually a moving picture show. On Sunday evenings, after supper, there is no additional recreation period.

4. The Advisory Service

To workers who have had the proper educational background and who possess aptitude for and interest in parole, classification, education, vocational training, job placement, and social work, this service offers an interesting career. It is responsible for planning the resocialization, rehabilitation, and treatment programs for prisoners, and specializes in what might be called a technique for understanding the individual in the light of his own as well as society's best interests. It is the policy of the Bureau of Prisons to study every prisoner as an individual and to provide for him that kind of treatment and training which is specifically directed toward his restoration to society. To carry out this program, the Bureau depends on the personnel of the advisory service to make an analysis of each prisoner, to plan programs through the classification committee;

to promote improved academic, vocational, social, and religious training; and, together with the medical, psychiatric, and psychological departments of the Public Health Service, to arrange for additional individualized study.

The advisory service is composed of several special units, the work of which is briefly outlined as follows:

Parole Unit. The parole officer of an institution obtains a complete case history of every prisoner considered for parole, cooperates in planning his vocational training, and arranges for employment which will make him self-supporting upon release. All information so obtained is considered by the Parole Board when the question of parole arises.

Social Service Unit. The social worker prepares a complete case history, which is considered with other special reports before it is decided what kind of institutional treatment the individual is to be given. The prisoner is interviewed, information is verified, further information is obtained from social agencies, and indicated family adjustments are undertaken. The social service in a prison is one of the most valuable aids in planning for the rehabilitation of a prisoner. This unit cooperates with and assists the other units of the advisory service.

Educational Unit. Education is an important part of the rehabilitation program. Approximately 20 per cent of the men committed to prison are illiterate, the average group has achieved common school training, and only approximately 10 per cent have had high school and higher educational training. This variation in educational levels creates a problem in each institution, since it is necessary for the educator to build a curriculum providing courses for adults ranging from the illiterate to the college level. In each prison the program for illiterates receives much emphasis and an attempt is made to raise the educational level of each man to at least that of fifth grade. Educational work is given as an integral part of each prisoner's rehabilitative program and may be carried on within his regular day's schedule or after he has completed his regular work assignment. Vocational education is greatly stressed, and

practical trade training is supplemented by classroom trade work. In addition to the regular scheduled classroom training, the prisoner is offered many other educational opportunities, including library reading, forums, orchestras, choruses, directed hobby activities, and correspondence courses in many specialized subjects.

Library Unit. Excellent libraries are maintained in all federal institutions, some of them having as many as twenty thousand volumes. New books are acquired regularly, and careful consideration is given each selection. Newspapers and leading magazines are available, and the libraries are under the supervision of trained civilian librarians whose duty it is to counsel and aid men in constructive reading programs. Many men who have had neither the opportunity nor the incentive to form reading habits do so in prison. Odd as it may seem, non-fiction books are much more in demand than fiction.

Religious Unit. Religious instruction and services are essential functions of the rehabilitative program. There are full-time Catholic and Protestant chaplains and part-time Jewish chaplains (because of the relatively small number of Jewish prisoners). The chaplains hold regular religious services, assist with public forums for prisoners, and advise, counsel, and console the men who come to them. They daily visit the sick in the hospital and as far as possible carry on duties similar to those of ministers outside an institution. The chaplains are of great value to the administration in those instances where a prisoner becomes so involved in institutional difficulties that extreme discipline must be applied and he is confined in isolation. Through his spiritual approach and counsel the chaplain often is able to bring about an individual adjustment so that the prisoner ceases to be an institutional problem and can complete his sentence under normal conditions.

Medical and Hospital Unit. The staff of the Bureau of Prisons is supplemented by personnel from the Public Health Service of the Federal Security Agency who are responsible for the medical, psychiatric, and hospital service in all institutions. The statutes provide that, upon request of the Attorney General,

regular and commissioned officers of the Public Health Service, pharmacists, assistant surgeons, and other employees may be detailed to the Department of Justice to supervise and furnish medical, psychiatric, and other related technical and scientific services. In the larger institutions, a full medical staff is provided and even in the smaller institutions at least one full-time medical officer is responsible for the hospitalization and medical treatment of the prisoners. This feature of prison administration is an outstanding accomplishment, since the Public Health Service brings to the prison the same high standard of professional service which it has made available through the years to the general public.

Classification Unit. In 1934 classification boards were introduced into the Federal Prison System. In order to formulate and administer a rehabilitative program, proper diagnoses must be made. Such diagnoses, in advanced penal practice, are known as classification; this process is an integral phase of federal penal procedure for rehabilitation. All prisoners are, through successive interviews with the social service unit, exhaustively investigated. Their entire lives are examined for incidents or trends of a revealing nature. Information is obtained from former employers, relatives, friends, neighbors, officials, welfare agencies, former wives—all these are enlisted in the project of creating a complete understanding of the individual. To this mass of information are added the reports and opinions of the medical officer, the psychiatrist, the educational supervisor, and other specialists within the institution. All these data are assembled, welded into a coherent entity by the classification section, and presented within thirty days to the institutional classification board.

5. *The Culinary Service*

Some prisons house only a few hundred prisoners, while others house 3,000 or more. The enormous task of provisioning these institutions, together with the responsibility of training the prisoners for employment as bakers, cooks, and waiters; and the added responsibility of serving meals on schedule, get-

ting the prisoners in and out of the dining hall three times a day with a maximum of speed and a minimum of friction, makes feeding a large population a big job, but a job which offers a real challenge to one skilled and interested in culinary arts and management.

6. The Farm Service

In each institution there is a farm manager who is responsible for the general supervision of the prison farm and for the direct supervision of the assistant farm managers specializing in various agricultural activities, such as dairying, truck gardening, poultry raising, and animal husbandry.

The Bureau extends only general supervision over the farm manager of an institution, who is expected to use his own initiative in carrying out the policies of the Bureau in relation to farming activities. At present twenty of the prisons maintain farms, with a total of 8,436 acres under cultivation, with 2,503 additional acres used for pasture. Modern dairies are maintained at eleven of the farms.

These farms are operated much like commercial farms, with all types of modern equipment and appliances in operation, but the institutional farm differs from the commercial farm in that it has no problems of marketing, for its produce has a ready market. The successful operation of a farm plays a great part in institutional management. The positions in the farm service are very important and offer interesting careers to men who care about scientific agriculture.

7. The Industrial Service

One theory of a modern prison system is that in a constructive work program lies the solution of how to direct men from lives of indolence and crime into paths of usefulness and decent living.

The work for prisoners should be both useful and productive of skills which will provide individual economic security after release from prison. It should have the elements of interest

and dignity that will make it desirable and attractive to men of good intent. Industrial plants of many types now operate in the federal prisons, including factories for the manufacture of shoes, textiles, metal furniture and shelving, mattresses, brooms, brushes, clothing, and many other things required for the prison community.

The industrial service is administered by Federal Prison Industries, Incorporated, whose supervisory functions were discussed in Lesson 2.

Summary

In this lesson we have tried to present a picture of the many activities carried on in a federal prison. Most of these activities will be described in greater detail in later lessons of this book. This general description will enable you to discuss intelligently with your training officer any special qualifications or experience that you may have, so that he will know whether any change in the regular training program would be desirable in order to bring you in closer contact with the activities for which you are best suited.

REVIEW QUESTIONS

Lesson 3

This review lists 80 jobs of prison employees which might or might not be carried on in a prison. If the job is done in the prison, place a number from 1 to 7 in the space before it, depending on which type of service would *primarily* be responsible for the job. Place an x before any job which is a function of the Bureau in Washington rather than a prison function. The symbols for the prison services are:

- | | |
|--------------------|-------------------------------------|
| (1) administrative | (5) culinary |
| (2) mechanical | (6) farming |
| (3) custodial | (7) industrial |
| (4) advisory | (x) primarily a Washington function |

Examples:1 Do secretarial work. (This job is primarily a function of the administrative service hence, the figure 1 is written in the space before the job.)

x

Approve the appropriations for the prison.
(This job is primarily a function of the
Washington office of the Bureau; hence,
the symbol x written in the space before
the job.)

SOME OF THESE JOBS OVERLAP SLIGHTLY, BUT YOU MUST
DECIDE WHICH SERVICE IS *PRIMARILY* RESPONSIBLE. WRITE
ONLY *ONE* NUMBER FOR EACH JOB.

- 1. Provide classroom training for prisoners.
- 2. Prepare case histories of the prisoners.
- 3. Authorize the transfer of a prisoner from one prison
to another.
- 4. Handle public relations.
- 5. Pay for new bushes to be planted around the prison.
- 6. Examine a prisoner who has symptoms of insanity.
- 7. Make shoes.
- 8. Prepare medicine for prisoners.
- 9. Select a constructive reading program for a prisoner.
-10. Operate the sewage disposal system.
-11. Maintain order and discipline.
-12. Issue a warrant for the arrest of a paroled prisoner
who has violated his parole.
-13. Determine whether a person is qualified for employ-
ment in prison.
-14. Classify a prison according to the type of prisoner
who should be housed there.
-15. Arrange for a prisoner to be transported from one
institution to another.
-16. Start a prison orchestra.
-17. Install a telephone system.

-18. Operate the dairy.
-19. Plan the resocialization program of a prisoner.
-20. Establish the standard for recruiting prison personnel.
-21. Designate the prison to which a prisoner should be sent.
-22. Purchase fresh vegetables.
-23. Repair machinery.
-24. Prepare payrolls.
-25. Carry out the plans of the rehabilitative service.
-26. Write to a prisoner's friends and employers regarding his case.
-27. Select books to be purchased for the library.
-28. Train prisoners as cooks for employment after their release.
-29. Test fuel.
-30. Plan the extent of the educational and vocational training program to be undertaken by the prison.
-31. Arrange for a fire inspection.
-32. Hold religious services for the prisoners.
-33. Authorize the release of a prisoner on parole.
-34. Raise poultry.
-35. Diagnose a prisoner's possibilities for rehabilitation.
-36. Prepare the treatment program of a prisoner.
-37. Operate the water system.
-38. Determine the per capita cost which should be allotted for maintaining the prison.
-39. File letters.

-40. Do clerical work.
-41. Make clothes for the prisoners.
-42. Arrange for a lecture to be given in the prison.
-43. Install metal shelving.
-44. Buy mechanical equipment.
-45. Prevent prisoners from escaping.
-46. Breed livestock.
-47. Arrange for the local social service agency of a prisoner's family to assist them financially or otherwise.
-48. Prescribe the course of training for a new employee.
-49. Console a prisoner for a death in his family.
-50. Teach a prisoner to read and write.
-51. Serve meals to prisoners.
-52. Install new plumbing fixtures.
-53. Arrange for a safety inspection.
-54. Train personnel.
-55. Obtain assistance from attorneys in the Department of Justice regarding legal problems.
-56. Prepare reports for the classification board.
-57. Supervise prisoners in their work.
-58. Store food.
-59. Coordinate the work between the prisons.
-60. Determine the policies of the prison.
-61. Counsel a prisoner who is being held in solitary confinement.
-62. Perform an operation for appendicitis on a prisoner.

-63. Coordinate the work of the maintenance shops of the prison.
-64. Select new personnel.
-65. Store supplies.
-66. Make metal furniture.
-67. Investigate a prisoner's past.
-68. Select the newspapers which the prison subscribes to.
-69. Sell the products of prison labor to a governmental agency.
-70. Take an inventory.
-71. Do construction work.
-72. Do cost accounting.
-73. Review disciplinary reports.
-74. Make a consolidated contract to buy food.
-75. Arrange for a prisoner's outside employment when he is paroled.
-76. Arrange for prisoners to take correspondence courses.
-77. Operate the power plant.
-78. Buy new books for the library.
-79. Revoke a parole.
-80. Superintend the prison farm.

Lesson 4

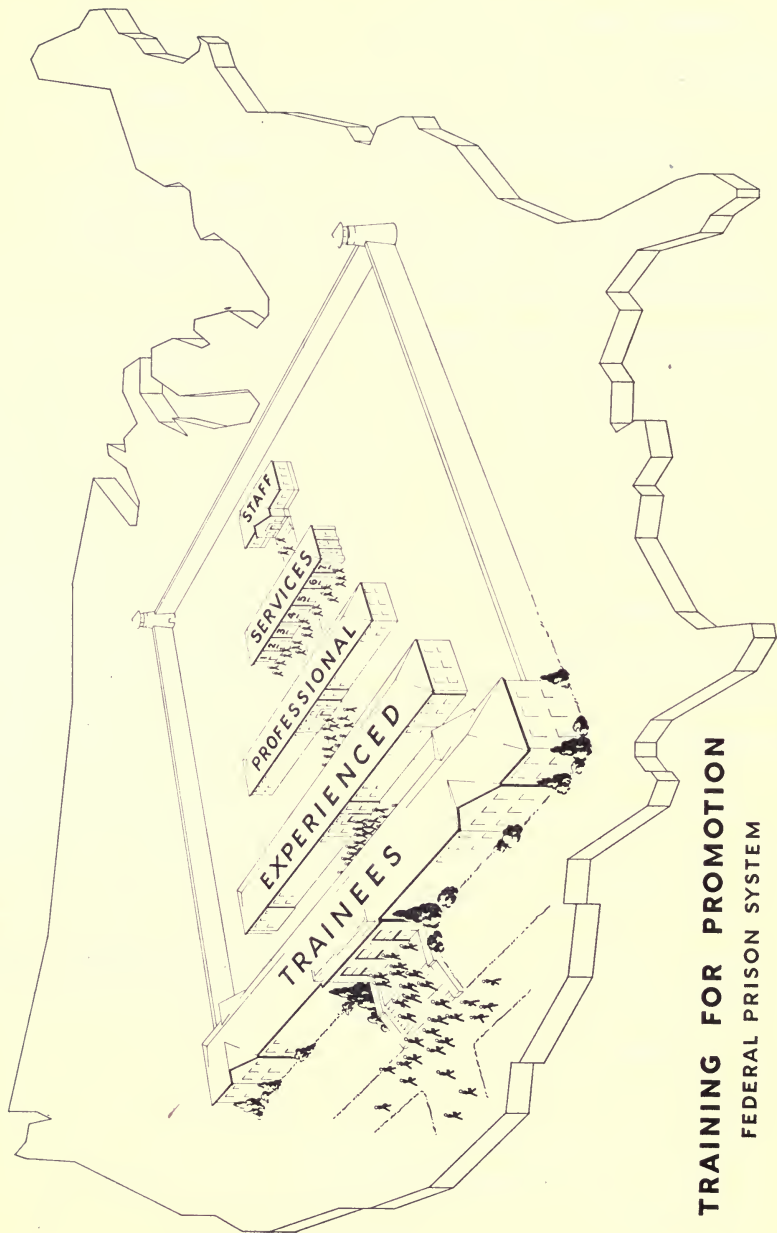
ADMINISTRATION OF A PRISON

This lesson explains why the Federal Prison System is described as a series of services, instead of as a series of organizational units. The lesson also explains the functions of the administrative service.

THE pictorial chart opposite page 45 shows the flow of personnel under the merit system of promotion used in the Federal Prison System. In the "Trainee" group are the new workers, coming from all parts of the United States. They enter the service through a selective process which makes sure that they have certain minimum qualifications in education and physical fitness. Experience in prison work is not necessary. Many of these trainees have had broad and diversified experience in professions and skills. If a trainee has experience, skills, and professional background which meet the various standards established for the more important places in prison work, or if he is willing to study and practice until he is good enough, then he is considered a "promotional possibility" and is able to earn advancement in rank.

The compensation offered this group is adequate for the services they are expected to perform. It is possible that some may not advance further, but the incentive of promotion is held out to those who are willing to work for self-improvement.

The "experienced" group is made up of those who have completed the in-service training and have demonstrated qualities of leadership. Members of this group receive further training to fit them for supervisory jobs, and they have an opportunity to demonstrate their aptitude for the prison "services." In this group are to be found the dependable, well trained personnel with promotional possibilities. You must reach this rank before you can expect consideration for promotion to one of the services.



TRAINING FOR PROMOTION
FEDERAL PRISON SYSTEM

The "professional" group represents the stage at which professionalization in prison service begins. For each of the seven services recognized in prison work there are certain minimum professional standards. Even though you may not have the necessary education or experience to meet the standard of the service for which your abilities best fit you, if your background reasonably approximates that required and if you are willing to work to acquire additional credits, you may be advanced from the "experienced" group to the "professional" group. Those in the "professional" group are given aid in improving their standards. You do not advance to the "professional" group because of your *personal* preference, but because you have demonstrated your qualifications in actual service and have been selected through regular tests and procedures established by the Bureau. The jobs in each of these services are diverse, and the standards are made to meet the requirements for each of the jobs. To describe in detail all of the standards for admission to each of the services would result in a long, technical explanation which would defeat the underlying purpose of this course, which is to give an over-all view.

You may be a little mystified by the continued reference to "services" throughout this course, but it is necessary that you understand the use of this term. The work in an institution of the Federal Prison System is done by prisoners. At the time of their commitment very few prisoners are skilled workers, and only a few of them know anything about the orderly, systematic routine of prison administration. They must be taught what to do and how to do it, and that means there must be a staff of trained instructors and supervisors. The common objective is training the prisoner, and the best way to accomplish that purpose is to merge the units responsible for training and supervision. This breaks down the usual barriers created when classes of employees or organizational units exist separately, and thus secures as cohesive and coordinated a group as possible.

It is necessary, however, that certain groups be responsible for highly specialized or skilled jobs. These groups are the "services"; and while each has its own responsibilities, they all

merge in the *Prison Service*, which embodies the common objective of all. A prison cannot operate successfully unless all the supervisory agencies work together. The best administered prisons are successful because they have teamwork, and a team depends upon all pulling together *evenly* in the same direction. Everything that is done for a prisoner involves the supervisory work of at least two or more services, and each service depends upon all the others to get the best results.

For example, when a prisoner is committed to the Federal Prison System, the administrative service takes care of his money until he is released, and when he leaves it provides him with clothing, transportation, and gratuity. The mechanical service takes care of the utilities necessary for his health and comfort, and gives him the opportunity to learn a trade. The custodial service supervises and protects him. The advisory service takes care of his education and rehabilitation, and prepares him for his return to the free community. The culinary service feeds him. The farm service makes it possible for him to have a plentiful supply of fresh farm produce. And the industrial service may give him employment in which he can earn money for the support of his family or for his own use in re-establishing himself in society. Each one of these services has an independent job to do, and each is organized to give the best performance of which it is capable, but the success of the institutional administration depends on the full cooperation of all of them.

The warden is the chief executive officer of a prison. He is the highest ranking field official in the Federal Prison System. He looks to the Bureau of Prisons for formulation of the policies which he is to put into effect, but he has wide latitude for the exercise of independent judgment. In the administration of a prison, the warden is dependent upon the staff officers, who head each of the seven services, to perform all functions necessary for the care, custody, rehabilitation, and release of prisoners.

Next in rank are the associate wardens, to whom the warden delegates a share in supervising the various services. It is customary to assign an associate warden to assist with the super-

vision of the service which, by experience and qualifications, he is best suited to administer. For instance, the associate warden who is qualified by training and experience for business management is given the supervision of such matters, and the duties relating to social treatment are assigned to an official with experience in that or allied fields.

Each staff officer who heads one of the seven services in a prison is responsible for the functions of that service, but the warden and associate wardens must see that these services are administered in accordance with the policies and regulations of the Bureau of Prisons.

Organization of the Administrative Service

The staff officer who heads the administrative service is the business manager. In the smaller institutions where there is no business manager, the chief clerk performs the same functions.

The *business manager* is the direct representative of the warden in the fiscal and business administration of the institution. He has seven main duties. (1) He advises the warden on fiscal matters, including proposed contracts, fluctuations in costs, and procurement of equipment and supplies. He also prepares the annual estimates for appropriations. (2) He supervises the budgeting of allotments to meet the requirements of the seven services. (3) He arranges conferences between the different staff members for the purpose of securing better coordination of effort. For example, frequent conferences are held between the culinary service, the storekeeper, the farm manager, the chief clerk, and the steward about the procurement of supplies for the mess. Conferences are also arranged with the mechanical service and the educational departments to coordinate the vocational training of prisoners with maintenance work and to list the priority of orders placed by the several services. (4) The business manager should detect wasteful methods, encourage habits of thrift and economy, and prevent misuse and negligence in the handling of supplies and equipment. (5) He should promote good public relations with

the community. (6) He conducts negotiations with other Government agencies. (7) He performs fiscal and business duties during the warden's absence, or at any other time when such duties are specifically delegated to him by the warden. The business manager does not perform any of the duties which properly belong to the chief clerk, or to any other staff member. He acts in a supervisory capacity, but he is thoroughly familiar with the duties of any official identified with fiscal or business administration. Only the larger institutions, such as penitentiaries and reformatories, have business managers.

The *chief clerk*, in the absence of the business manager, or where there is no business manager, does the supervisory work of that position. In the capacity of chief clerk he is also the chief fiscal officer of the prison. His office does the accounting work for the institution, procures supplies and equipment, submits estimates, requisitions funds, reallots the funds advanced by the Bureau, and makes an accounting for contracts executed, orders placed, all obligations incurred, and expenditures made on behalf of the institution. He has charge of personnel records, preparation of payrolls, and payment of salaries.

Each assistant to the chief clerk has a special function to perform, but the duties are interlocking so that the work of each is dependent upon that of some other employee.

The *general bookkeeper* has charge of the funds appropriated by Congress and allotted to the institution for procurement of supplies and the cost of maintaining the plant and equipment. He records all available funds, expenditures, and obligations, and submits to the Bureau a statement of accounts which must conform to the reports from the Central Disbursing Agency of the Government. He does not handle cash money, but does keep a record of its use. He does the actual work of preparing the payroll.

The *agent cashier* is a bonded officer employed by the institution to represent the Central Disbursing Office of the Government. He pays some small bills incurred by the institution, in cash if necessary, but usually by submitting a voucher to the

Central Disbursing Officer, who pays the bills by check. He examines and arranges for the payment of salaries as certified to him by the general bookkeeper.

The *property clerk* maintains a record of all expendable and unexpendable property. Each article is given an identification number, and the value, with depreciation of each piece of equipment, is recorded.

The *stock record clerk* keeps a record of all articles received by and issued from the storehouse and of the value of these commodities.

The *commissary clerk* maintains an individual account for each prisoner, who is given a monthly statement showing the status of his funds in the institution. He also procures all supplies which a prisoner is permitted to buy with the money to his credit in the institution, and arranges for operation of the sales unit where such supplies are made available to the prisoner.

The *personnel clerk* is charged with the duty of preparing all personnel forms recommending change in status for employees of the institution. He must keep informed about rules and regulations on personnel matters. He maintains control records for the institution, listing of individual personnel, and the jobs available at the institution.

The *farm record clerk* maintains the records required for use of the farm manager, lists all livestock and feed, and prepares reports showing farm operations.

The *cost keeper* receives all copies of requisitions showing supplies issued from the storehouse and copies of shop orders showing work performed in the shops. He also keeps a record of fuel, water, and electric power used, produce delivered from the farm to the mess, and any other items of expense incurred on behalf of the institution. These costs are distributed to the proper services. When compiled they form the per capita cost of operation for the entire institution, which cost is used for administration control and as the basis of annual estimates submitted to the Bureau of the Budget.

The *receiving clerk* is a liaison officer between the chief clerk and the storehouse. He inspects, tests, and checks all supplies and equipment coming to the storehouse to see that they meet specifications and are in good condition when received. If the article is for some technical use, he secures advice and assistance from the chief of mechanical service or from the service for which the article was procured. When he certifies that an article is acceptable, he arranges for the storekeeper to accept it and reports the transaction to the chief clerk.

Other clerks perform such general duties as preparation of bids, recommendations as to award of contracts, preparation of vouchers, typing, and miscellaneous duties.

Functions of the Administrative Service

Each person appointed to the Federal Prison System reports to an officer in the administrative service for induction, for placing his name on the payroll, and for complying with other technicalities. Any subsequent change in status, such as promotion or transfer, is arranged through this service. Here a record of leave is kept, and approval is given for absence from duty. Only the custodial service, which arranges leave for its entire group, keeps separate leave and absence records. Official travel and recommendations for disciplining of institutional personnel are arranged and cleared through the administrative service.

Estimates of institutional requirements for a fiscal year originate here, and when appropriations are made by Congress, the Bureau of Prisons allots money for institutional purposes to be administered through this service. This service procures all supplies and arranges for their distribution. The financing of special projects and the procurement of all equipment are arranged and all institutional bills are paid by this service.

All property owned and used by the institution is in the general control of this service, which keeps a record of purchase price, depreciation, and coverage for replacement. This involves everything from small quantities of supplies for immediate use

by an individual to expensive built-in equipment which does not depreciate or need to be replaced for years.

The Storehouse

The storehouse is the heart of the institutional property control. It includes extensive refrigerators for the storage of perishable supplies, departments for clothing, groceries, canned goods, hardware, electrical appliances, culinary supplies, and everything a prison community requires for its daily use.

The officer in charge is the storekeeper, who has one or more assistants. Selected groups of prisoners are detailed to assist the storekeeper in handling supplies. The receiving clerk, who is responsible for checking, testing, and accepting all supplies, is a part of the storehouse management, but he makes all his reports directly to the chief clerk after he has accepted an article and obtained a receipt from the storekeeper.

The storehouse management is a good example of the checks and safeguards used in the administrative service to protect personnel from unjust charges, and the Government from diversion or theft. No operation is initiated and completed by any one person. To see how this works out, suppose we follow through one operation.

The steward requisitions a large quantity of "hot dogs." Specifications are issued by the Bureau for the use of the institution. Since "hot dogs" are commonly used by all institutions, the Bureau makes a quarterly contract, under which purchases are made by each institution. Since packing house products should be inspected at the source, the Bureau has a contract with the Department of Agriculture by which its inspector, in the plant with which the Bureau contract is made, inspects and stamps the product with a Prison Service stamp, indicating that it complies with the specifications in every respect. The chief clerk places an order with the packing house, and sends a copy of the order and specifications to the receiving clerk. In due course the "hot dogs" arrive by freight or motor van, and when they reach the storehouse, the cases are opened and inspected

by the receiving clerk. If the produce does not carry the inspection stamp, the shipment is not accepted. Instead, the chief clerk is notified, and he arranges with the shipper for replacement. On the other hand, if the shipment passes inspection, the receiving clerk turns it over to the storekeeper and reports delivery to the chief clerk. Then the stock record clerk makes a record of the commodity, its value, and the fact that it is in the storehouse. The chief clerk then proceeds to pay the contractor for the supplies received, and the transaction is closed as between the contractor and the Government.

The storekeeper does not sell anything, and he deals in commodities alone. He does not have the prices of the commodities in which he deals. He keeps a "bin record" on which he shows the date of acquisition, and the quantities received and delivered. The supplies on hand should check with the bin record. Once a commodity comes into the storehouse it goes out only on written requisition.

Then the steward, who in the meantime has been notified of the arrival of the "hot dogs," places a requisition for the quantity needed for one day's use. When the storekeeper honors the requisition, he takes a receipt from the steward and forwards a copy of the receipted requisition to the chief clerk. The stock record clerk checks the requisition against his commodity record, credits the storekeeper with the delivery made to the steward, prices the articles, and passes the requisition on to the cost keeper, who charges it against the mess.

Suppose that when the steward next requisitions "hot dogs," he finds that those in the warehouse have spoiled. He returns them to the storekeeper, who reports the fact to the chief clerk. Then a survey committee is appointed, representing the chief clerk, the storekeeper, and the steward. The supplies are examined, the committee orders them destroyed, and the loss is charged to the storehouse.

In a similar manner, every transaction involving property and money passes through the hands of two or more persons; no one person completes a transaction. In fact, the chief clerk

does not handle actual money, because all that he has is a credit balance. The actual disbursements are made through the Central Disbursing Office of the Government.

Cost Accounting

In the Federal Prison System the cost accounting does not follow conventional commercial accounting methods. The object is to know what it costs to run an institution, and stress is not laid upon the cost of each unit of operation. Since all services within an institution are contributing and overlapping, there is no good purpose served in pro-rating every item of cost to each activity. This becomes even more apparent when you consider that the ultimate purpose is to obtain a reasonable per capita cost which will be acceptable for budgetary purposes. For example, the warden knows the cost of furnishing heat and light for the entire institution. If he wanted to know the pro rata cost of such service for each unit of the institution, a maze of meters would have to be distributed throughout the institution, and the cost of reading and maintaining these meters would be all out of proportion to the service accomplished.

Another example of the futility of maintaining costs by following commercial practice is found in the institutional farms. The farm products go to the mess, and in order that the relative cost of the mess may be shown, it becomes necessary to fix the price of such produce when it is delivered and to charge it in as "mess costs." At the end of the year an adjustment must be made between actual out-of-pocket cost and the arbitrary price charged the mess for farm produce. It is much simpler, and far more practicable, to show the cost of operating the farm, and at the end of the year make an adjustment in mess costs to show the actual cost of farm produce used by the mess. The system of cost accounting used in the Federal Prison System is an adaptation to meet the requirements of the service. Even though it is not "cost keeping" in the strict sense of the term, it is a valuable aid to the administrator who seeks to maintain control over administrative operations.

Rules and Regulations

In dealing with a large group of adults such as those in a prison community, uniform treatment and absolute fairness are important. Favors or privileges must not be given to any individual which cannot be given to every class of prisoners. The steward must give as nearly as possible the same sized piece of meat to everyone served. The shop man who apportions the work to the prisoners on his detail must be careful not to assign overlapping duties. Like the members of any close community, people who live together within prison walls know what is happening and magnify small occurrences. Prisoners are always conscious of the restrictions placed upon their liberty, and they view with suspicion anything that may seem to them to be an infringement upon their rights. Sometimes the "grapevine" carries news to prisoners before it reaches officials, and of course these channels of information are the sources of rumors through which facts are frequently distorted. For these and many other reasons, it has become axiomatic in prison management to give much thought to the theory of uniformity of methods in the administration of a prison. One way to accomplish this purpose is through rules and regulations.

The law which created the Bureau of Prisons as an administrative organization responsible for the control and management of the Federal Prison System, authorizes it to make rules and regulations. These cover every conceivable subject. There are thousands of circulars and memoranda dealing with fiscal matters and many more having to do with the rights and privileges of prisoners. The purpose of all regulations is to secure uniformity in the administration of the several institutions.

For example, the rules and regulations regarding the Civil Service status of personnel are compiled in one pamphlet, "Instructions Relating to Personnel Matters" (127 pages), but it is necessary to issue memoranda to supplement these rules as changes become necessary. Another example is found in the regulations for control of money owned by prisoners, compiled in the pamphlet, "Rules Governing Control of Prisoners' Trust Funds" (121 pages). Sometimes it becomes necessary

to issue a memorandum regarding some question not included in the printed rules. For example, shortly after the beginning of the war, the regulations prohibiting the purchase of securities by prisoners were amended to allow them to buy war bonds.

Although the Bureau fixes policies and makes rules and regulations for the guidance of all institutions, these regulations do not include every administrative detail. Every institution is expected to interpret the regulations to carry out the policy and purpose indicated in the Bureau order. All the rules and regulations issued by the Bureau now appear in one "Manual," which is amended and supplemented from time to time by issuing printed inserts. In the institution, interpretations and amplifications of the rules published by the Bureau are made by the administrative service, to whom all other services look for advice and information.

Commissary Operations

The administrative service is responsible for the care of, and controls the use of, funds owned by the prisoners confined in the prison. In this duty, the administrative service is assisted by the custodial and advisory services.

When a prisoner comes into an institution he must surrender his personal belongings and any money he may have in his possession. He is allowed to send his property to his home, but if he expects to keep money in the institution, whether he uses it or not, the administrative service will have it deposited in the Treasury of the United States for safekeeping. An account is opened for him at the prison, and any money received for him while he is in prison is placed to his credit. He may make limited use of these funds, in accordance with existing rules.

These rules provide that a prisoner may draw upon his account for (1) payment of fines, (2) payment of debts incurred before he was imprisoned, (3) reparation or restitution to others for losses occasioned by his unethical conduct prior to imprisonment, (4) remittances to dependents, (5) payments to lawyers, (6) purchase of items for self-improvement, (7) expenses incident to visiting the bedside or attending the funeral of a close

relative, (8) payment of fee for habeas corpus writ, (9) contributions to Red Cross and certain other charitable organizations, (10) purchase of war bonds, and (11) purchase of articles from the prison commissary.

If a prisoner expects to use the commissary privileges, he is required to buy coupon books (script), with which he may procure a few articles which the Government does not supply. Every institution issues smoking tobacco and cigarette paper regularly, but if a prisoner wants ready-made cigarettes, he is able to get them from the commissary. The institution gives him what he needs for personal cleanliness, but he may also buy toilet soap, razor blades, tooth-paste, and the like. Candy bars, and materials for handicraft which he may wish to work on during idle time in his quarters, are also available in the commissary.

Summary

This lesson has shown how the administrative service is related to the other services, each of which has its responsible share in running the prison. The purpose of this explanation has been to acquaint you with the various opportunities offered by this service. The lessons which follow will describe the functions of the other six services.

We do not mean to imply that in the Prison Service you will be able to select the exact duties you would like to perform, for it is not always possible to assign men to the duties they prefer. First, you are given the training necessary to acquire prison experience. Then you are assigned to the service for which you are best qualified and in which you have the greatest opportunity for advancement.

REVIEW QUESTIONS

Lesson 4

- T F 1. The seven services described in this course indicate groupings of functions performed in the prison system.

- T F 2. The services are fixed and rigid organizations, each operating independently of any other part of the prison organization.
- T F 3. All transactions involving the use of prison appropriations must pass through the hands of two or more persons.
- T F 4. Each new employee reports to the administrative service.
- T F 5. The "experienced" group includes only those who have had experience before they entered the prison service.
- T F 6. The storekeeper knows the price of each commodity he distributes.
- T F 7. The per capita costs are prepared by the general bookkeeper.
- T F 8. The storekeeper delivers supplies upon telephone request from a staff officer.
- T F 9. You may be tentatively assigned to a service even though you do not fully meet the standard if your background reasonably approximates that required.
- T F 10. The chief clerk heads the administrative service, even in prisons employing a business manager.
- T F 11. The purpose of the prison rules is to secure uniformity of administration.
- T F 12. Estimates upon which appropriations are based are prepared by the administrative service.
- T F 13. The commissary clerk keeps all institutional accounts.
- T F 14. A prisoner is allowed to make withdrawals of funds credited to his account.
- T F 15. The administrative service controls all supplies.
- T F 16. The receiving clerk tests all technical materials without assistance from anyone.

- T F 17. A prisoner is allowed to use his money as he pleases.
- T F 18. Prison cost accounting is designed to show the cost of running the institution rather than to show the cost of each unit of operation.
- T F 19. Cost accounting in a prison follows conventional commercial accounting methods.
- T F 20. The administrative service maintains all leave records except those of the custodial service.
- T F 21. The business manager of a prison is a coordinator and supervisor and not an office man responsible for routine duties.
- T F 22. The administrative service interprets all rules and regulations.
- T F 23. Official travel of a custodial officer is authorized by the custodial service.

Thought Question

24. Is it better administration to have more or less independent, highly specialized groups responsible for certain definite functions, or to use specialists as aids to general groups engaged in prison administration? Why?

Lesson 5

THE MECHANICAL SERVICE

This lesson describes the work of the men responsible for plant operations and mechanical services which require not only skill and experience in these jobs, but the ability to train prisoners in them.

THE smokestack towering above a group of prison buildings is sometimes crowned with a plume of heavy black smoke. This means poor combustion of fuel, which is a matter of concern to the mechanical service. The personnel in any prison accepts as a matter of course the water supply, the electric light and power, the heating and ventilation of buildings, and proper disposal of waste water and sewage. The mechanical service, which makes all these things possible, is neither spectacular nor glamorous, yet it consists of a group of skilled technical workers upon whom the physical well-being of the institutional plant depends.

Organization

The mechanical service is responsible for all shops, the power plant, and the maintenance and upkeep of all utilities. It is headed by the chief of mechanical service, who has general supervision over the chief engineer, the general foreman, the construction engineer, and the associates of these three officers.

The *chief of mechanical service* is under the direct supervision of the warden. He must be a mechanical engineer with considerable experience in construction work and a diversified knowledge of shop practices. He must have a good understanding of power plant operation, and must be acquainted with the techniques used in the maintenance of such services as water supply, electric power, communications, refrigeration, and sewage disposal. He must have a good personality, be able to

command the respect and secure the cooperation of his associates, and be competent to instruct others. Furthermore, he is expected to aid in planning for the vocational training of prisoners.

Chief of mechanical service is one of the top positions in the Federal Prison System, and is harder to fill than any other. Because of the highly technical requirements of the job, it is hard to make promotions from within the service to the position of chief of mechanical service. Sometimes, of course, a capable and industrious man works up to the job from within the prison service, but the extensive and broad experience needed can usually be found only in a man who has held a similar post outside.

The *chief engineer*, a title used only in a large institution, is under the direct supervision of the chief of mechanical service. The chief engineer is responsible for the operation of (1) the steam generating plant, (2) the electrical generating plant, (3) the water plant, (4) the sewage system, (5) the refrigerating system, and (6) all service distribution for water, electricity, steam, and the like. Since the functions for which the chief engineer is responsible are continuous, either he or one of his assistants must be on duty twenty-four hours a day throughout the year. Each chief engineer or engineer has at least four junior assistant engineers, and this group also receives some assistance from the custodial service.

The *engineer* in a smaller institution is, as a rule, under the direct supervision of the warden or of an associate warden. The smaller institutions do not have a chief of mechanical service. They do have a general foreman. The duties of the engineer are similar to those of a chief engineer. The title of engineer is used to designate a lower grade in which the responsibilities are not so great as those of the chief engineer in a large institution.

The *senior assistant engineer* is next in grade to the engineer. Qualified junior assistant engineers may be advanced to this grade to be trained for the job of engineer. The senior assistant engineer acts as engineer in the absence of that officer.

Junior assistant engineer is the entrance grade to the mechanical service, and only trained and qualified persons are appointed to it. The duties and responsibilities, as delegated by the engineer, include some part of the plant operation for which the engineer is responsible. The experience qualifications for this position are that within the last five years the applicant must have had at least two years of steam-electric power-plant experience involving the following duties:

(a) Maintenance of water-tube and fire-tube boilers of at least 250 horsepower.

(b) Maintenance of boiler-plant piping, including repair to high- and low-pressure piping systems, maintenance of piping insulation, high-pressure valves, traps, expansion joints, and similar equipment.

(c) Operation of recording instruments, including flow meters, condensation meters, and boiler steam meters.

(d) Operation and maintenance in working order of either high- or low-tension switchboard and electrical distribution lines.

(e) Operation and maintenance of a refrigeration plant of at least 7½ tons capacity.

Persons serving as junior assistant engineer must qualify under special in-service training before promotion to the position of senior assistant engineer.

The *general foreman* is under the direct supervision of the chief of mechanical service. He is responsible for supervision of (1) all maintenance shops, and (2) outside installation of work prepared in the maintenance shops. He must consult with the chief engineer and get his advice and assistance with respect to any work performed outside the shop on any of the distribution systems for which the chief engineer is responsible. He acts upon his own responsibility in the performance of small jobs, but must have the approval of the chief of mechanical service for any undertaking involving the preparation of plans, procurement of supplies, or replacement of equipment. He approves and supervises generally all shop work of every character.

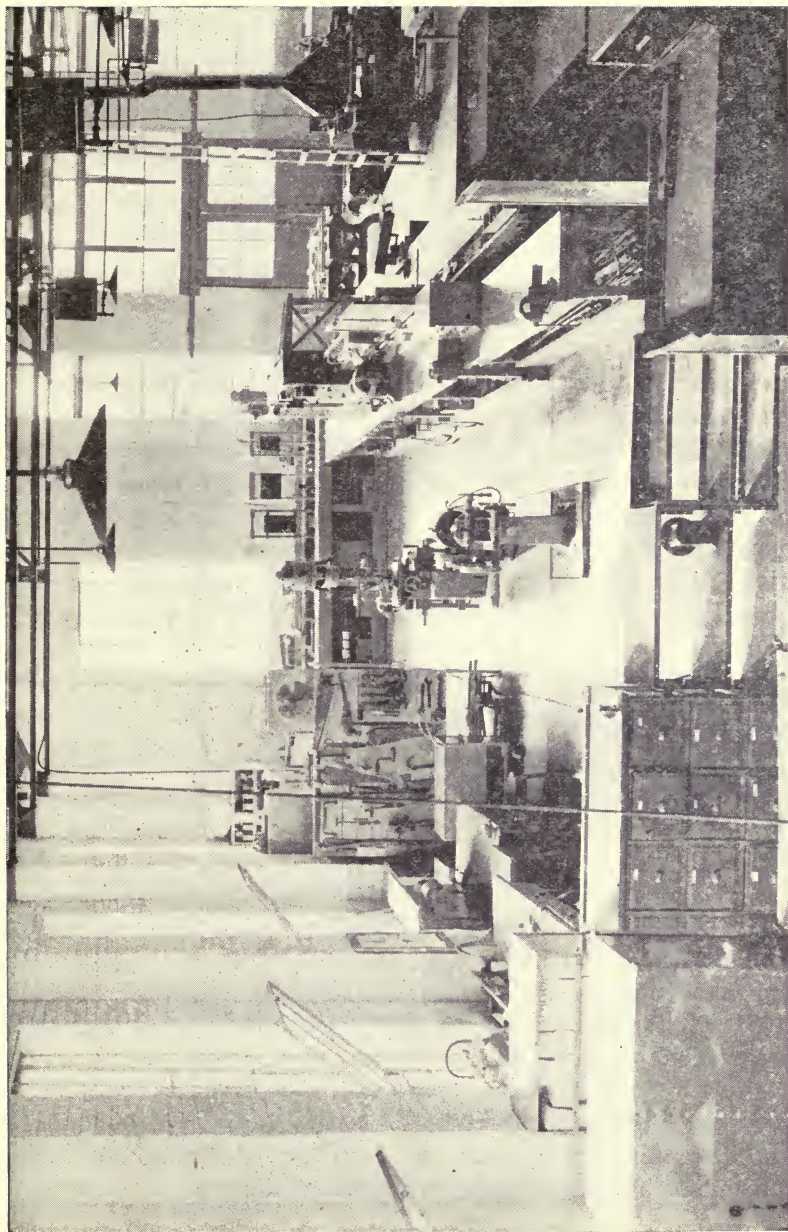
The *construction engineer* is not considered a part of the regular maintenance staff. He is usually employed for "the duration of the work." He works under the general direction of the chief of mechanical service, and is generally responsible for any construction work for which a special appropriation has been made. Every institution is always undergoing some change to meet the needs for expansion or to keep the plant modernized. Appropriations for such special purposes include provision for supervisory personnel. The construction engineer may have several assistants, and occasionally bricklayers, electricians, plasterers, and the like are employed to do certain parts of the work. As a rule, the construction engineer receives assistance from the custodial service in training and supervising prisoners who actually perform the work. Although a construction engineer is employed for "the duration of the work," there is usually so much work of this kind in a large institution that a good construction engineer actually acquires a permanent status, even moving from one institution to another as the work demands.

The *chief of shop* is under the direct supervision of the general foreman. There are eight types of organized maintenance shops in the Federal Prison System, as follows:

- | | |
|-----------------|------------------|
| 1. Woodworking | 5. Machine |
| 2. Plumbing | 6. Painter |
| 3. Steamfitting | 7. Auto-Mechanic |
| 4. Electrical | 8. Laundry |

The picture opposite this page illustrates one of the typical shops used for maintenance in the Federal Prison System.

In each shop there are junior mechanics, on the beginning level, and senior mechanics who are instructors or experienced personnel. The promotions in grade are made from junior to senior to chief of shop. Each chief of shop is responsible for all work undertaken by the shop. This may include preparing materials in the shop and assembling and installing such materials outside the shop. For example, if a door is to be rebuilt and installed in some building far distant from the shop, the woodworking shop would do the shop work, arrange for



Electrical Shop

assembly of the material at the building, and supervise installation.

The *senior officer-instructor* in a shop is what his title implies, a person who is able to teach vocational training. His is a grade to which promotion is made when a junior officer-mechanic has acquired prison experience, completed a prescribed training course, and demonstrated on the job his ability to perform the duties of a tradesman and train prisoners in the work. He must be able to assist the educational department, acting as instructor in his trade.

The *junior officer-mechanic* is a tradesman who has come into the service at the entrance salary level and is required to gain experience in prison work. He may have been recruited under an examination for tradesmen, or he may have been appointed as junior custodial officer. In either instance he is required to complete the in-service training course to gain prison experience. He must pass a performance test in the shop in which he serves, demonstrating his ability to do with his own hands the work of a tradesman. The difference between a tradesman or mechanic in prison work and one engaged in commercial activities is that the latter must be able *to do* the work, while the former must *know* how to do the work and be able *to teach* prisoners. To do the job of a mechanic is not sufficient for prison work; the man in this position must also be able to tell others how to do it.

How the Mechanical Service Functions

The warden must look to the chief of mechanical service for technical advice on all mechanical equipment and appliances. The latter official, with assistance from the Bureau staff, is expected to prepare plans and specifications, to arrange for procurement of materials, and to see that the work is performed. It is not his job to do any part of the vocational training of prisoners, but he is expected to assist the educational department in planning the vocational training related to the trades represented by the various maintenance shops.

The chief of mechanical service is a technical administrative officer responsible for planning and supervision of three coordinate groups, each group in turn being responsible for a particular part of the mechanical work: (1) the chief engineer, (2) the construction engineer, and (3) the general foreman.

The work of the chief engineer begins in the power house which generates steam and electricity, and is carried out wherever distribution lines and utility services are found. He operates the refrigeration plant, the water plant, and the sewage disposal system, and he maintains all service connections. He and his assistant engineers are supervisory officials responsible for the technical operation of these special services.

The construction engineer receives plans and specifications from the chief of mechanical service and prepares bills of materials for purchase. After materials are delivered on the job, the construction engineer superintends the construction work from excavation to final completion. He must work in cooperation with the chief engineer and the general foreman, and he receives assistance in this work from the custodial service.

The general foreman supervises all shop operations and coordinates the work of the various chiefs of shop with related work performed under the supervision of the chief engineer and the construction engineer. He also has assistance from the custodial service.

As an example of how this service is coordinated, let us consider the construction of a new farm building for which an appropriation has been made.

The first step is the selection of a construction engineer. Then the chief of mechanical service, in deciding what additional load will be placed upon the utilities, confers with the chief engineer and the construction engineer. It is decided that no addition to power-house equipment is needed, but that electrical cables and distributors must be made from the power house to the site of the new building.

Next, plans, specifications, and bills of materials are prepared, and the construction engineer takes over the construction of the building. He arranges for the detail of custodial officers who have experience in building trades, and these officers train the prisoners who do the work. The construction engineer lays out the work for each officer and watches over the job as it progresses. He prepares a progress schedule listing what tasks are to be undertaken in logical sequence, and he keeps the chief of mechanical service advised as to when materials will be needed.

The chief of mechanical service instructs the general foreman to arrange for the fabrication of certain parts needed for the structure, and he places orders with the shops, indicating when the fabricated parts must be ready. The general foreman, who is responsible for all work performed in the shops, must see that orders are scheduled to give suitable priority to the parts needed for the building under construction. When the time arrives for the installation to be made, the general foreman has the material delivered to the job, and if it is considered necessary, the chief of shop or one of his assistants reports to the construction engineer, under instructions from the general foreman, to superintend installation of the part. When the electric cable is to be installed between the power house and the new building under construction, the general foreman arranges for an experienced officer or the chief of electrical shop to superintend the work of laying the cable. The chief engineer inspects the job, examines connections, and approves the work. When the electrical distribution is to be made inside the building, the general foreman may send the chief of electrical shop to superintend the work, and when it is completed the chief engineer inspects and approves the job.

During the time this work is in progress the chief of mechanical service makes daily inspections, confers with the different supervisors and, through the medium of progress reports, keeps in constant touch with the job. He sees that the chief engineer and the general foreman have their work properly scheduled to prevent delay and to afford the greatest coordination of effort.

It may be that the construction engineer will need a minimum of assistance from the general foreman, but it is possible that he will require full and continued assistance, depending upon the availability of experienced personnel in the custodial service.

As we have said, one important responsibility of the mechanical service is the training of prisoners for all kinds of mechanical jobs. Very few experienced tradesmen come to prison, and the prisoners must learn these trades in a very short time. It is astonishing what can be done when an intensive training course is properly arranged and conducted. The power house, every shop, and outside jobs are all under the supervision of some member of either the mechanical or the custodial service.

How the Prison Shops Function

When work is to be performed by one of the maintenance personnel the work order may originate with the chief of mechanical service or the chief engineer, or it may go to the general foreman from almost any service within the institution. One thing is quite definite: no work is ever to be undertaken in any shop unless the chief of shop has a properly executed order *in writing*.

There is a prescribed form for use in placing shop orders. Any employee in the service may initiate an order, but it must be approved by his chief. The order then goes to the general foreman, who approves it and forwards it to the appropriate shop. The general foreman is the judge of what should be done in the shop, but he follows a fairly well defined policy for approval of such items. If the order involves a minor repair of equipment or plant, it is handled in routine fashion, but if it involves an addition to plant or equipment, the general foreman refers it to the proper official.

For example, an order is placed for repair of a table leg. This is routine, and is automatically approved. But an order to build a new table is referred to the chief clerk. He may return it for approval, but is more likely to disapprove it and contact the official placing the order so that a new table may be obtained

from Prison Industries, which are engaged in the business of manufacturing tables and can do a better job at less cost.

Once a week the general foreman has a conference with all chiefs of shop for the purpose of discussing work to be performed and of coordinating the operations of the various shops. At this conference each shop foreman lists the orders being worked on and the new orders received, and a work schedule is agreed upon which the general foreman approves. He then assumes responsibility for seeing that the work is completed in accordance with the approved schedule, and reports accomplishments to the chief of mechanical service.

The mechanical service, which is so essential to the upkeep and well-being of the institution, is, like every other type of service in a prison, dependent upon the custodial service for replacements and emergency help. It is seldom possible, even in normal times, to keep the mechanical organization intact. It is but a skeleton crew of supervisory employees, although much of the work for which it is responsible must continue day and night throughout the year.

The full organization of a shop includes a chief and not more than three assistants (one senior and two juniors). This staff is charged with the supervision, training, and custody of all prisoners assigned to the shop. Frequently, because of absence, illness, and other causes, there are not more than one or two supervisors in a shop. All work performed by prisoners must be supervised, but all work for which a shop is responsible is not performed in the shop. Much of it is at distant points on the reservation. In all such instances the general foreman must plan with the captain to assign a custodial officer to the supervision of the job, and the remarkable thing about it is that a qualified man can usually be found. When an extra man is needed in the shop, he must be supplied from the custodial service. Hence there must be harmonious and cooperative relations between these two groups.

The Power Plant

The organization responsible for the operation of the power

plant includes the chief engineer (or the engineer), and not less than four junior assistant engineers. In the larger plants there may also be one or more senior assistant engineers. The power plant, generating and distributing steam and electricity, must be in operation twenty-four hours a day every day in the year. It, too, is dependent upon the custodial force for emergency help and temporary replacements.

The steam power plant generally is operated by prisoners under the direct supervision of an assistant engineer. These plants vary in size from a 15 H.P. vertical boiler in a small camp to a 2400 H.P. plant at a large penitentiary. Some of the steam plants burn coal and have automatic spreader-type stokers. Others burn oil, natural gas, or both.

Daily records are kept of the amount of fuel used, together with the amount and temperature of the water fed to the boilers and evaporated into steam. From these records, the engineer is able to figure the efficiency of the boiler and furnace operation, i.e., pounds of water evaporated per pound of coal, per pound of oil, or per thousand cubic feet of gas. Generally, the efficiency of the boiler plants ranges from 70 to 75 per cent.

Distribution System

Steam piping distribution systems are carried from the boiler plant through tunnels to points of use throughout the institution. Generally, these steam distribution systems are at low pressure, but in several institutions they distribute steam at 40 to 100 pounds pressure. Some systems contain many miles of steam piping, together with a vast number of steam traps, reducing valves, and other equipment.

Electrical Generation

At four institutions, steam electro-generating plants have been installed, ranging in size from 600 KW to 3,000 KW. The exhaust steam from these steam electric generators is used to heat the institutional buildings and to provide domestic hot water. To a certain extent it is a by-product.

In several institutions these steam electric-generating plants are operated by steam turbines; in the rest they are reciprocating steam engines. They are all modern and equipped with modern auxiliaries, such as condensing water pumps, condensing cooling water towers, etc. At McNeil Island, electricity is generated at high-tension, 2300 volts. At Atlanta, electricity is generated at 550 volts; the other institutions generate at 120-130 volts.

If the rates for power brought in from the outside are less than would result from operation of a small electric generating plant in the power house, electricity is purchased from the local power companies.

Refrigeration

All institutions operate refrigeration and ice-making equipment, ranging in size from 7½ tons to 50 tons of ice-making capacity. The refrigerating systems are primarily used to cool refrigeration rooms. Only a small portion of the capacity of the refrigerating equipment is used for ice-making.

Practically all institutions use ammonia as a refrigerant to cool brine in large tanks. This brine is pumped around through the various cooling units in the refrigerating rooms. Thus the hazard of using ammonia is confined to a small space within the institutions.

The capacity for making ice varies from 1,000 pounds in 24 hours in some of the smaller institutions to 3,000 or 4,000 pounds of ice in some of the older and larger institutions. These figures do not include the capacity required to cool refrigerating rooms.

Water

The water systems for some institutions are quite extensive. At most of the institutions water is purchased from local water companies at favorable rates, but where it is impossible or uneconomical to purchase domestic water or to develop an independent water system, water is obtained from deep wells. It is

pumped from these deep wells into large storage reservoirs or elevated tanks and from there distributed throughout the institution. The storage capacity of the water systems varies from 250,000 gallons to 1½ million gallons.

At some institutions water is obtained from rivers, streams, or brooks, and an independent water-supply system is operated. Where this is done, the water is chemically treated to make it safe for human consumption. The water-treating plants which have been installed require careful supervision and considerable attention.

The capacity of the pumping equipment varies from 300 gallons per minute to 2,000 gallons per minute.

Sewage Disposal

At a few institutions, due to location, sewage disposal is no problem, since the local sewage-disposal system is used. At most institutions the sewage disposal is a real problem, requiring installation and operation of an independent sewage-disposal plant, consisting of Imhoff tanks, filter beds, rotary distributors, sludge drying beds, etc.

In order to comply with Public Health standards, the effluent of the sewage disposal plants must be tested frequently and, in most cases, chlorinating equipment has been installed to treat the effluent before it leaves the reservation.

In some of our institutions it has been necessary to install sewage pumping plants to take care of buildings situated in low spots where sewage would not flow by gravity into the existing sewage system.

The correct operation of a sewage disposal plant takes much attention and time, as well as working knowledge of chemistry and of sewage-plant operation in general.

Accomplishments

As you have learned, the mechanical service works closely with the custodial service and depends on the latter in carrying

out the necessary supervision over work in progress. Furthermore, men in the mechanical service must combine trade skills with ability to instruct and train prisoners. Not only does the mechanical service keep the prison community utilities operating at a high level of efficiency, but it is constantly training new prisoner personnel who come to the job with practically no trade experience. Some of the accomplishments of this service, as it functions in every institution, make a very creditable showing, and can well bear mention.

In the prison camps, saw-mills have been erected and operated. Quarries have been developed, stone crushed, and roads blasted through dangerous rocky passes and around and over mountains. Two notable examples of the highways constructed by prisoners are found through the Cataline Mountains, at Tucson, Arizona, and in the Monongahela National Forest, at Mill Point, West Virginia.

The bridge approaches and the steel work to replace an old bridge across the Missouri River at Leavenworth, Kansas, were completed by prison labor.

A fleet of passenger boats and barges has been maintained and operated between McNeil Island and the Washington mainland for the past thirty years.

An entire institution, which would have cost about three million dollars, was constructed for half that amount by prison labor at Chillicothe, Ohio, and another reformatory was constructed at low cost by prisoners at Petersburg, Virginia.

At very low cost, large housing projects for civilian staffs have been built by prison labor at several institutions.

Sewage-disposal systems, water systems complete with dams, treatment facilities, distribution, reservoirs, pumps, and tanks, have been built by prison labor.

The mechanical service comprises one of the most diversified employment groups in the prison field, for it combines a high civilian standard of craftsmanship with leadership and ability to instruct others.

REVIEW QUESTIONS

Lesson 5

- T F 1. The mechanical service is the technical group of personnel responsible for operating and maintaining the plants and utilities of the prison.
- T F 2. The mechanical service performs its functions independently of other services.
- T F 3. The performance test required of a junior officer-mechanic is performed by prisoners under his supervision.
- T F 4. The head of the mechanical service must be a mechanical engineer.
- T F 5. The promotion of a junior assistant engineer to senior assistant engineer is based on seniority.
- T F 6. The general foreman decides what work should be done in a shop.
- T F 7. A senior officer-instructor gives prisoners vocational training.
- T F 8. The work of the power plant is done by prison employees.
- T F 9. There is only one type of organized maintenance shop in a prison.
- T F 10. The mechanical service is responsible for training prisoners.
- T F 11. A junior officer-mechanic must gain prison experience even though he is a skilled craftsman.
- T F 12. The work of the shops is coordinated by the warden.
- T F 13. The engineer in charge of the power plant is responsible for water, sewage, and refrigeration.

- T F 14. The mechanical service depends on the custodial service for emergency help.
- T F 15. Shop work is sometimes undertaken on verbal orders.
- T F 16. Each chief of shop is responsible for the installation of materials in other parts of the prison as well as for work done in the shop.
- T F 17. The general foreman plans the work done for the prison without assistance.
- T F 18. Prisoners learn trades slowly unless they were skilled mechanics when they entered prison.
- 19. The mechanical service is dependent on the custodial service: (1) to act as a liaison between it and the warden. (2) for training prisoners in technical trades. (3) to advise it as to what work is required. (4) for assistance in carrying out supervision over work in progress.
- 20. The work which the mechanical service has accomplished includes the: (1) construction of bridges and highways and the maintenance of boats. (2) preparation of payrolls for large numbers of persons. (3) planning and administration of an entire prison. (4) selection of personnel.

Thought Questions

21. Which is more important, that a mechanic bear a title which identifies him with the trade in which he is a skilled craftsman, or that he bear a title which places him as a part of the prison administration in which he performs?
22. Should a mechanic who has demonstrated outstanding qualifications be kept in the mechanical service because of his technical skill or be promoted to a higher paying position outside the mechanical service? Why?

Lesson 6

CUSTODIAL RESPONSIBILITY

This lesson explains why the custodial service is important to the Federal Prison System, how it is organized, how it functions, and some of its administrative procedures.

THE custodial service is as old as the prisons, yet the opportunities it offers for improvement in prison administration have never been fully explored, and improvements within the service have come very slowly. The reason for this is that prison administrators have not given this service the consideration it merits. Strange as it may seem, they have been slow to realize that no educational or treatment program can ever succeed unless it is supported by the custodial service. The best laid plans of the office and the school come to nothing if they are not understood and helped along by the men who oversee the prisoners in their daily work in the shops, at meals, in their recreation, and in the quarters where they live.

There is no part of prison administration that has as big a place in the daily life of the prisoners. It is here that you have the best opportunity to get experience in prison administration. No matter what your professional attainments may be, if you expect to make a success of prison work, you should become acquainted with the duties, responsibilities, and problems of the custodial service. In the Federal Prison System this group not only has the largest personnel, but in salary, rank, and prestige it is on equal footing with any of the other services.

Organization

The *chief*, or captain, as he is called, heads the service. As the administrative officer, he supervises all duties of the men and women under him. He assigns all custodial personnel to

their posts, plans for and approves all leave, and helps make plans for training new members of his group. He has direct supervision over prisoners while they are in quarters, at meal time, during recreation, and at work. He must be accessible to prisoners and personnel for conferences, transmission of instructions, explanation of policies, and the like. He must understand fully the problems and policies of all the other services in the institution.

The *supervisor*, or lieutenant, is next in rank to the chief. There may be only one such official in a small camp, and six or more in a large institution. This officer is responsible for supervision over a definite segment of the custodial service. He must know every phase of the work and be able to supervise, instruct, and aid those for whom he is directly responsible.

The *assistant* is an exceptionally well qualified person who is being trained for the job of supervisor. The "prison experience" which all trainees must get is not sufficient alone for promotion to the assistant group. The standard for admission to the Federal Prison System is high school level with no experience necessary, but higher standards are required for the supervisory jobs in each of the seven services. For supervisory jobs, either a much higher educational level or pre-entry professional experience is needed.

In the selection of personnel for promotion to the assistant group, consideration is given the extent to which the employee meets the standard for education and experience required for a particular service. If an employee does not meet this standard but does have a substantial portion of the requirements, he is given an opportunity in this group to obtain on-the-job instruction and, upon his own initiative, to supplement his educational attainments by outside study and school attendance. It is sufficient to say that in the selection of personnel from the "experienced" group, if the individual has the necessary professional experience but only a portion of the education required to meet the standard, he may be promoted with the understanding that during the period of training he will make up the difference.

In selecting personnel for the assistant-supervisor group, the first requirement, therefore, is that they meet the standard established for promotion. The number of promotions depends on the number of vacancies that occur from time to time. An employee in this job is in effect an understudy for the position of supervisor.

The *senior* members of the custodial service are those who have completed the in-service training and have demonstrated qualities of leadership over a period of time on the job. This group is not selected solely on the basis of seniority or merely because they have completed the prescribed training. Rather they are selected because they have demonstrated their ability in and knowledge of prison work. An employee must earn promotion to this rank.

The *junior* group of personnel is made up of (1) new workers who have not completed the in-service training, (2) those who have not shown that they have had enough prison experience to justify promotion to the senior rank, and (3) some few employees who are able to do some particular job better than average, but are not suitable for promotion because they lack certain essential qualities.

For example, a carpenter who is a master craftsman may be so concerned with doing a perfect job that he will not permit the prisoners to help enough to learn how to do the job. The craftsman performs all the skilled work, and the prisoners function solely as laborers. This is not proper supervision. In other words, in order to be a good supervisor, a man must have leadership, versatility and foresight, and must plan and coordinate his work so that the prisoners will be given every opportunity for training.

It must be understood that promotion to the "experienced" group is not made as a matter of course, but only after the employee has actually shown the discretion, resourcefulness, cooperativeness, and industry of a dependable and experienced person.

In brief, the custodial service has three major responsibilities: (1) to carry out the plans of the other services, (2) to

maintain discipline, and (3) to prevent escapes. The first two divisions of the work are not very well understood by the public, which is more likely to consider that the only important duty of a prison employee is to prevent escapes.

Coordination of Services

When a prisoner comes into the Federal Prison System, his first contact is with the custodial staff. Here, at the very threshold of his institutional life, he finds not less than four services combining in the simple procedure of induction. The custodial service receives him from the arresting officer, sees to it that he has a bath and clean clothes, and assigns him to quarters. The administrative service takes care of his money. The advisory service gives him a medical examination, starts preparing his case history, gives him spiritual advice, and arranges for letters, books, and the like. And the culinary service feeds him.

During the period of quarantine, when a prisoner is under observation, when he is being interviewed and examined, and while information is being collected from which his case history is compiled, he is in daily contact with some member of the custodial service. He is instructed by a custodial officer about conduct in the institution, he learns what privileges he will have, and he is told how his actions will be limited. The quarantine period is especially important because the prisoner's adjustment in the institution is largely determined by the ideas and impressions he forms in these first days of his sentence.

After a prisoner comes out of quarantine, he takes up the daily routine of his prison life. He then comes in contact with other services, each of which contributes something toward his welfare or rehabilitation, and always for the greater part of his time he is under the supervision of some member of the custodial service. In his living quarters, he depends upon the custodial officer to cooperate with him to avoid those conditions which may make life in prison unbearable.

For example, the officer in charge of quarters may be too meticulous, insisting upon such minor things as the prisoners

keeping their shirt collars buttoned, sleeping with their windows open, and observing strict housekeeping rules; or he may enforce many other minor rules in such a way that they become a nuisance. Any prisoner resents such supervision, which he describes as "looking down his neck." Other problems may arise out of the association between the prisoners themselves: one may snore and keep the others awake, or one may want to talk while others wish to read, and the like. These problems must be solved by the custodial officer.

If a prisoner wants a change in quarters, he applies through a custodial officer. If he is sick, he appeals to a custodial officer for assistance in getting medical aid. Visits from his family are supervised by a custodial officer. If he moves from one part of the institution to another, he must get permission from a custodial officer. He goes to and from the dining hall and he eats under the observation of the custodial service. In short, he wakes up in the morning, lives his life in the institution, and is even escorted to the train when he is released, all under the supervision of the custodial service.

The custodial service is larger than most of the others because it must supervise prisoners throughout the day and every day in the year. From the time an institution begins to operate until it ceases to be a prison, the custodial service is always on the job, day and night.

Each of the "services" in a prison, with the exception of the custodial, has a minimum force only. As a rule, its functions are performed during the regular hours of business each day. For any unusual demand, it must have assistance from the custodial service. For that reason, in getting new members of the custodial service, many different skills, trades, and professions can be used to good advantage.

Medical and hospital care are given prisoners by the Public Health Service. At night, the nurse in charge of the hospital may be assisted by a custodial officer who is there to maintain good order and render such aid as may be required. Sometimes, however, the custodial officer may have special training and

qualifications so that he may be in charge himself. A representative of the custodial service sits as a member of the classification committee. When religious services are held, members of the custodial service always attend. In the educational department, if an instructor is absent, a custodial officer fills in on the job, and, if the librarian is away, a custodial officer may act in his place.

The administrative service also requires help from the custodial service for such things as assisting in the storehouse, receiving and delivering freight, driving an automobile to meet an official visitor, conducting commissary sales, or filling in as clerk, cost keeper, and the like.

The mechanical service is entirely dependent upon the custodial service, from which one or two employees are detailed as understudies for mechanics in the maintenance shops. Practically all outside mechanical work is done by prisoners from one of the shops, and those prisoners work under a custodial officer. At time of leave, sickness, or a vacancy in the shop, the custodial service must supply a relief.

The small group comprising the farm service is supplemented by details from the custodial service. Frequently when the farm manager or one of his assistants is away, a custodial officer fills the job during his absence. Most of the outside work in the fields is done by prisoners supervised by custodial officers. In fact, the farm simply could not operate unless it had assistance from the custodial service.

In theory, the culinary service should operate with its own staff, but, like other services, vacancies occur which cannot be filled without delays. In such cases, as with all other services, the culinary service is dependent in some measure upon the custodial service.

The Prison Industries operate upon the policy that personnel directly engaged in industry operations, as distinguished from those maintaining discipline and order, should be paid by the Industries. Under that policy, a considerable number of custodial officers are assigned to the supervision of prisoners employed in industries.

The fact that the custodial service must coordinate its efforts to give aid to all other services is the reason why this service, above all others, is the place for obtaining prison experience. Once experience is obtained through training in the custodial service, you have firm ground upon which to build a career in prison work.

Maintenance of Discipline

In Lesson 16 of this course you will find a discussion of the meaning of discipline and custody. Now we are concerned only with that phase of discipline having to do with "training to act in accordance with established rules," for which the custodial service is directly responsible.

It is a traditional belief among prison administrators that conformity to rules and regulations is essential. Perhaps this idea rests upon the theory that failure to conform to the laws of the free community is what brought about the imprisonment. At any rate, it is a fact that every prison has rules and regulations which prisoners are expected to observe. During the early period of their imprisonment, copies of the rules and regulations are issued to prisoners, and the custodial service conducts classes of instruction to see that each prisoner has an opportunity to learn what is expected of him. After that he is on his own and is expected to abide by the rules. Many prison administrators hold the view that discipline is good when there are no reported violations of rules. Yet it is a curious fact that the man who has been in and out of prison many times, known as a recidivist, is probably the best behaved and most orderly prisoner, while the first offender may prove to be troublesome and unruly. In other words, good discipline means more than merely the appearance of cooperation.

If a prisoner violates any rule, he may be reprimanded, and upon recurrence of the offense he may be reported, or in prison jargon, "shot." Then he goes before the disciplinary board. An experienced custodial officer learns to discriminate, because prison rules, like traffic rules, are numerous, and it is easy to make a mistake. An officer who perceives a mistake or

an unintentional violation may well overlook it. He may speak quietly to the prisoner, or he may reprimand him if the offense is of any consequence. Insolence or deliberate violation of rules is dealt with more drastically.

The officer who reports a prisoner must do so in writing, and he must be sure that he is right. Although he is responsible for maintaining good order, as an honorable and fair-minded official he must never take advantage of the prisoner under his protection. Nothing is meaner or more despicable than a person who takes advantage of someone who is unable to defend himself. Such an act is as cowardly as striking a bound and helpless captive. It is not always easy to maintain an even disposition. Some cunning knaves are not above trying to create a situation under which an ordinarily good-tempered officer does the wrong thing. Such wrong action on the part of the officer is excusable if it is an admitted mistake. It is always a pleasure to deal with any official who admits, with regret, his honest errors.

When the disciplinary court (the procedure of which is explained in Lesson 16) has disposed of the written report of the officer, he is informed of the outcome. The reason for this procedure is that the officer has an important part to play in the administration of a prison, and unless he knows what action is taken upon his recommendations, he does not know how to conduct himself in the future. Instances have arisen where the officer felt that he had been arbitrarily overruled simply because he did not know how the disciplinary court had acted on his report. When he knows about it, his interest is maintained, and he feels that he is given proper recognition.

The Count

In a bank, which is only responsible for the safekeeping of money, the accounts must balance out to the penny before any employee can leave for the day. To make this accounting, every transaction must be recorded. In a prison there must be a count of prisoners taken before a shift changes, and it must be accurate and correct before the personnel is relieved for the

day. With experienced personnel the process of taking a count is quick and effective, but with inexperienced personnel mistakes occur and it becomes laborious and exasperating.

In the morning, when prisoners get up, they are counted in quarters. The reports of the count are phoned in to a central officer, where they are assembled. If there are 100 men quartered in Dormitory "A" when the count is made, the chances are that all of them are not in quarters at the time. For example, two prisoners may be in the hospital, one may be in the kitchen on some special detail, and two may be on special detail at the dairy. The counting officer in that case would report 95 present, and would list the men who were in other parts of the institution. The hospital count would show two from Dormitory "A," the kitchen count would show one from Dormitory "A," and the farm count would show two from Dormitory "A." If there is any discrepancy, the count is off, and a recheck must be made. This procedure is followed wherever a count is taken, and every officer responsible for prisoners phones in the number of prisoners counted by him.

It is necessary that a continuous record be kept, showing just where a prisoner is at all times, and this record must check with the count. The number of counts made each twenty-four hours depends upon the class of institution and the type of prisoners. Every employee of the institution who is responsible for supervision of prisoners must account for them.

For example, a custodial officer is given a work detail of twelve men who are to unload freight inside the entrance gate. His prisoners are counted out to him when he starts work. Frequently he is given a small pocket-size card container, with cards bearing a picture of and pertinent information about each prisoner. He must learn something about the men for whom he is responsible, get to know them personally, and know just where they are at any time. Suppose that in the course of the work one man mashes his finger. The custodial officer gives him a pass to the hospital. The prisoner goes across the yard, showing his pass as authority to leave his detail, and is checked in at the hospital. After treatment, the custodial officer in charge

of the hospital gives him a pass back to his work detail, or, if the injury is serious enough to justify a lay-off, he may be sent to quarters, with a pass from the hospital to quarters.

If a count is made at any time during the absence of a prisoner from the work detail to which he is assigned, he is counted by the officer who has him in charge at the time, and he is counted out by the officer to whose detail he was assigned. The trick is to count and identify the prisoners rapidly, get your report phoned in promptly, and be sure you have identified the man who was counted. When a count is taken, the men line up to be identified. They do not mill around, and they are not allowed to leave the line until the count is completed. At night when the men are sleeping, the counting officer must identify individuals, be sure he is not counting a dummy, and prevent movement from place to place by any individual while the count is in progress.

A wrong count is checked back to the man who made the mistake, and the whole institution is inconvenienced. Failure or negligence in making a count is an indication that the employee is undependable. This may seem to be a very simple procedure, but it is vastly important and must be made several times within each 24-hour period.

Use of Weapons

Custodial officers receive training and practice in the use of firearms, but no one carries weapons of any kind inside the institution. In cases of escape, representatives of all services, including the custodial, are armed and dispatched to strategic points from which to pick up the trail.

Another common use made of firearms is in the manning of towers. These towers are designed to control strategic points around the institutional buildings, including gates and entrances. They are equipped with spot-lights, and armed with machine gun, shotgun, rifle, and sidearms. Towers are always outside the enclosure, or upon the walls around the reservation.

In transporting prisoners, side-arms are used, usually a

revolver in a shoulder holster. A special technique is followed to prevent the prisoner under guard from getting into a position where it would be possible for him to gain possession of a weapon.

Gas is used for training, but seldom if ever discharged in a prison. No other offensive weapons are used, and one of the cardinal principles followed by all good custodial officers is never to strike a prisoner, no matter what may be the provocation, except in self-defense. A form of defense tactics is taught all prison personnel to enable them to handle without unnecessary violence any recalcitrant prisoners.

From this description of the limited use of weapons, it is logical to conclude that in the custodial service of today the job is one of supervision, instruction, and guidance; and that custody, important as it is, is really secondary to the accomplishment of the work.

Prevention of Escape

When an escape does occur, the normal operations of the institution are disrupted, and everyone must join in a concerted effort to recapture the prisoner. An occasional escape is planned and executed with coolness and precision, but as a rule escapes are attempted by two general kinds of persons: (1) the desperate prisoner who has lost all hope, who will resort to violence, and who will go to any length to get away, and (2) the prisoner who for some reason, or even for no reason at all, seizes the first opportunity to make a break. His parole may have been rejected, trouble may have arisen in his home, his girl may have fallen out with him, or he may not have received any visitors. Anything that creates a mental disturbance and makes the individual unstable may motivate an escape.

The responsibility of preventing these occurrences does not rest alone with the custodial service. The observant custodial officer detects moodiness, depression, and instability, and that puts him on his guard. But it is the duty of the advisory service to help the prisoner, to aid him with those problems which tend

to make him unstable and unreceptive to institutional treatment. The prevention of escapes is very much the duty of other services. If the contacts between the various services are good, and particular attention is given the problems of each prisoner, so that everything is done that can be done to bring about at least an approximation of normal conditions of living, you have real individualization of treatment, and the hazards of escape are reduced.

An escape is often an indictment of prison management, resulting not alone from lack of vigilance upon the part of the custodial service, but also from failure in some measure of the treatment program. The warden recognizes very keenly the loss of prestige, and public disfavor is visited upon the institution from which an escape occurs. No one service is responsible for escapes, and the custodial service is dependent upon all others for advice and assistance in developing adequate procedures to aid in the prevention of escapes.

Prison Routine

One problem of any prison is how to get the best work out of the prisoners. It is generally considered that prisoners should be required to work eight hours a day. If prisoners work eight hours, their supervisors must work more than eight hours. There are three ways to solve this problem: (1) do not work prisoners eight hours; (2) increase the number of supervisory officers; and (3) plan a system of overlapping shifts.

The only reason a prison community exists is for the betterment of those committed to prison. It is possible to shorten the hours of work and to speed up job performance, but prisoners must be supervised, whether at work or at leisure. Therefore, the solution of the problem is not entirely one relating to hours of work for prisoners, but rather one of grouping, and of planning the day so that the personnel available may be used to best advantage.

The Federal Prison System is impressed with the importance of weaving together the personnel necessary for the

administration of a prison, and avoiding the pigeon-holing of jobs by using coordinating services. It seems preferable to use overlapping shifts, instead of larger groups of personnel all starting work at the same time, each engaged in some special job. In other words, the starting time of personnel responsible for supervision is geared to the job, and not fixed uniformly. Furthermore, a better job of rehabilitation can be done if everyone cooperates than if the working organization is divided into groups, each responsible for some definite function but none particularly interested in the jobs of the others. For example, it would seem comparatively easy to divide the working day into three shifts of eight hours each, but even then there would be some overlapping, due to change of shift.

In the custodial service, the routine is approximately as follows: The evening shift is on duty from 4:00 P. M. to 12 midnight; the morning shift runs from 12 midnight to 8:00 A. M., and the starting time for the day shift varies according to the service performed. For example, the officer who supervises prisoners in the dairy may start before 5:00 A. M. and be relieved at 1:00 P. M. Depending upon the task to be performed, groups of officers have different starting times. Some see that the prisoners rise, bathe, dress, have breakfast, and get ready for work. Others supervise prisoners throughout the day. After work other groups receive them from the work crews, see that they have supper, supervise them at recreation in the yard, and get them ready for lock-up time.

This explanation shows how difficult it would be to keep a large organization split up into groups. Unless the service is flexible, there are sure to be places where difficulties about leave, filling vacancies, training new staff members, and the like, are insurmountable. Where the organization is flexible and the staff is interested in all parts of the work, there is better coordination of effort and more effective cooperation between groups.

To describe fully all the duties of the custodial service would involve a detailed explanation of all the work performed in a

Prison. For that reason only a few of the general functions have been mentioned. Throughout this lesson stress has been placed upon the need to acquire prison experience if you hope to make a career of prison work. Some aspects of prison work are no different from work in any other public office. In explaining why experience as a prison employee is valuable, a stenographer in a prison wrote the following:

“I came into prison work as a clerk-stenographer before the present in-service training was required, and found no difficulties in changing from one type of business to another until the question of supervision of prisoners arose. In due course I was put in charge of a detail of fifteen prisoner clerks and typists. My first impression was that all of these men were vicious criminals and must be watched every moment. In a few weeks I found that they were polite, agreeable, and not very different from any other group of men. I lost my apprehension and accepted them as capable and trustworthy, until one day I found a letter returned because of insufficient address. My name had been forged and the letter mailed out by one of the prisoners. It took me a long time to learn how to conduct myself, supervise the prisoners, and yet maintain the proper relationship necessary to accomplish the work. It was an entirely new world, and I know I made many serious mistakes before I got the experience necessary.”

Summary

The custodial service, which has a big place in the daily life of a prisoner, offers the best opportunity to get the “prison experience” which is essential for anyone who expects to make a career of prison work. It offers great diversity of employment and has prestige on an equal footing with any other service. The three major responsibilities of the custodial service are (1) to carry out the plans of the other services, (2) to maintain discipline, and (3) to prevent escapes. The study of prison routines offers a fertile field of exploration for those interested in observing better prison administrative procedures.

REVIEW QUESTIONS

LESSON 6

- T F 1. In prison administration all personnel must co-operate in accomplishing a common objective.
- T F 2. The head of the custodial service must understand the policies of all other services.
- T F 3. The first requirement for an assistant selected to receive training as the understudy of a supervisor is that he must meet the standard established for that position.
- T F 4. Employees who do not meet the standard for promotion remain in the junior group.
- T F 5. First-offender prisoners usually obey the prison rules well.
- T F 6. Promotion from the trainee group to the experienced group is automatic.
- T F 7. The custodial service offers the best opportunity to acquire a basic prison experience.
- T F 8. An accurate knowledge of the whereabouts of each prisoner is a constant concern of the custodial service.
- T F 9. The custodial service is represented on the classification committee.
- T F 10. Firearms are required inside the prison.
- T F 11. The mechanical service is relatively independent of the custodial service.
- F F 12. Prisoners are permitted to walk around while they are being counted.
- T F 13. The advisory service supervises visits from the families of prisoners.

- T F 14. The largest group of personnel in the federal prisons is in the custodial service.
- T F 15. There may be several lieutenants in a large prison.
- T F 16. Prisoners must be counted at least once an hour.
- T F 17. Prisoners are sometimes permitted to change their quarters.
- T F 18. If a prisoner violates a rule unintentionally, he should be reported.
- T F 19. New employees learn to count the prisoners easily.
- T F 20. The warden conducts classes to instruct prisoners on the prison rules and regulations.
- 21. The most important function of the custodial service is to: (1) supervise prisoners. (2) plan the prisoners' rehabilitative programs. (3) teach prisoners. (4) feed prisoners.
- 22. The number of attempts on the part of prisoners to escape are best reduced by: (1) building high walls around a prison. (2) arming all of the custodial officers. (3) coordinating the work of the various services. (4) giving prisoners extra privileges.
- 23. The problem of permitting prison employees to work normal, regular hours is best met by a system of: (1) putting all employees on two shifts of 12 hours each. (2) putting all employees on three shifts of 8 hours each. (3) overlapping the work shifts. (4) speeding up the work of prisoners so that they need not work 8 hours a day.
- 24. The custodial service has been slow to improve because prison administrators have been slow to: (1) provide modern firearms for employees. (2) realize that the success of the rehabilitative functions depends on the supervisory personnel. (3) provide

proper living quarters for employees. (4) understand that rehabilitation is dependent on providing maximum security for prisoners.

- 25. The principal contact in the daily life of a prisoner is with the: (1) administrative service. (2) educational program. (3) custodial service. (4) advisory service.
- 26. The responsibility for preventing prisoners from escaping belongs to: (1) the administrative service. (2) the custodial service. (3) the advisory service. (4) all the services.
- 27. If a custodial officer observes a prisoner deliberately violating a prison rule, he should: (1) ignore it. (2) reprimand the prisoner. (3) punish the prisoner himself. (4) report the incident in writing.
- 28. Custodial personnel substitute for employees in other services because they: (1) are the only service operated with more than a minimum of personnel. (2) work better than the employees in the other services. (3) are able to do better rehabilitative work than the other services, since they are with the prisoners constantly. (4) may be assigned to work with the other services at a later date and so need the experience.
29. The part of discipline mentioned in this lesson is.....
.....
30. If a custodial officer makes a written report on a prisoner's misbehavior, his recommendations are acted on by the
.....
31. The 3 major responsibilities of the custodial service are:
1.
2.
3.

Thought Questions

32. Why is experience in the custodial service the best background for an employee who wishes to work in another service? There are several reasons.
33. Are you satisfied with the working conditions for custodial employees as explained in this lesson? Outline any changes which you feel would improve this service.

THE CLASSIFICATION PROGRAM

This lesson will tell you what classification in a federal penal institution is, how it operates, and what it tries to accomplish.

“CLASSIFICATION” is a form which has become commonplace in our every-day language. Its various meanings have been applied to nearly every field of human knowledge and endeavor. In the correctional field the term connotes more than placing in groups, categories, or classes. It is an entire concept of treatment: an administrative program, a system of techniques and methods. This chapter explains what is meant by “classification” in the Federal Prison System, how it operates, and what it aims to accomplish.

What is Classification?

Our ideas about the purpose of prisons and the methods of dealing with prisoners have changed during the past fifty years. An increasing number of “repeaters” in our prisons strongly suggested that the policy of putting criminals into prison in order to get revenge against them for the crimes they had committed was an economic waste and a serious danger to society. It meant that every year thousands of broken, hopeless, bitter men were turned out of prison unwilling and unable to earn an honest living.

Gradually, thoughtful people came to realize that the protection of society rather than revenge against the criminal should be the guide in the treatment of prisoners. Prison administrators began to take account of the fact that 97 per cent of those who go to prison come out sooner or later,

and that it is the job of an institution to try to send them out physically, mentally, and morally better than they were when they entered.

These ideas grew up during the period when our knowledge of human behavior was increasing. Research and study in the fields of medicine, psychology, the social sciences, education, and other subjects dealing with human beings added to our understanding of people and changed many of our older ideas about the reasons for their behavior. It was only natural, therefore, that specialists in these different fields of study should be called into the prison service to add their knowledge and skills to the practical experience and knowledge of those already in charge of penal institutions.

This fundamental change in our ideas about the purpose of imprisonment and the introduction of specialists into prison work had an immediate effect. It made the individual prisoner the important element in prison management. Mass treatment may provide sufficient punishment, but experience has demonstrated that it is an ineffectual method of bringing about rehabilitation and consequently ineffectual as a program of public protection.

One of the first steps to be taken in establishing a program of individualized treatment is to put offenders presenting more or less similar problems into the same prison, and provide for different types of prisons. In fact, the legislation which authorized the organization of the Bureau of Prisons specifies that the institutions shall be so planned and limited in size as to facilitate the development of an integrated federal penal and correctional system. Such a system must assure the proper classification and segregation of federal prisoners according to their character, the crime committed, and other factors which are considered in providing an individualized system of discipline, care, and treatment.

All kinds of criminal offenders are committed to federal

prisons—young and old, inexperienced and hardened, healthy and diseased. Some are intelligent and in good mental health, others are mentally defective and mentally ill. Still others are addicted to narcotics. From the standpoint of custody risks, prisoners range from those who can be trusted in an open camp to those who present a serious escape hazard to the most secure prison man can devise. It is obviously not wise to place offenders with such different characteristics in the same institution and to expect the same degree of individualized treatment and the same constructive results that could be obtained if each prison housed persons of the same general kind.

Consequently, reformatories such as the ones at Chillicothe and El Reno have been established for youthful offenders who do not have a record of serious or extensive criminal experience. The penitentiaries are of different types. Some have been designated for the confinement of the better rehabilitative prospects among offenders above the reformatory age, others for habitual but tractable offenders. At the other extreme, Alcatraz has been designated for offenders who are serious escape risks and serious conduct problems. A number of correctional institutions have been provided to care for the short-sentence offenders and for those who do not require the security facilities of a penitentiary. Special institutions have been established for the treatment of narcotic addicts and for chronic medical and mental cases.

Classification should not be thought of as meaning only the proper segregation of offenders in different institutions. Broadly, it means the systematic study and treatment of individual prisoners. It implies that each case is carefully and intensively analyzed to determine, if possible, what factors have contributed to the prisoner's violation of the law, and it implies the development of a program of treatment and training which will enable him to live a law-abiding life after his release from the prison.

Factors which the classification board considers are: (1) the necessary degree of custody and supervision; (2) whether the prisoner should be transferred to another institution more suitable to his needs; (3) the amount of social service which

his family may need; (4) the necessary medical and neuropsychiatric treatment; (5) the vocational training which he should receive; (6) what additional education is recommended; (7) the degree of religious training recommended.

Quarantine

When the prisoner reaches the institution, he enters the first phase of the classification program—the quarantine period. This is the name which has been given to the first thirty days which the prisoner spends in prison. As the name suggests, one of the purposes of this period is to guarantee that he does not transmit disease to the other prisoners and to the officers of the institution; it also gives a group of specialists in the prison an opportunity to observe the prisoner, to determine the factors which have contributed to his delinquency, and to plan his program for his stay in the prison and the time following his release. This is a diagnostic procedure, similar to that used by a group of physicians in examining a patient newly admitted to a hospital.

Naturally, since the health of the prisoner involves not only himself but the well-being of the other prisoners and of the officers of the prison, one of the first of the specialists whom the prisoner meets is the physician. The physician learns whether the prisoner needs immediate medical care. The record clerk then secures the data by which the prisoner may be identified, his fingerprints, photograph, record of any distinguishing physical characteristics, and his statement concerning his previous criminal record. The prisoner is now ready to meet the other staff members.

Within two or three days after his admission, an initial social interview is made by the parole officer. The purpose of this interview is to learn the prisoner's history as a member of a family unit and as a member of society, including his family background, the important factors relating to his childhood, his educational history, his employment record, his mental history, etc. On the basis of this interview, the parole officer sends out inquiries to community social agencies, to the pris-

oner's family, and to former teachers and employers in order to verify the prisoner's statements and to add to the information obtained from him. A record of the initial social interview is made for the prisoner's case folder in the central file so that it may be referred to by subsequent interviewers.

The prisoner is then interviewed or examined by the educational director, the vocational counselor or superintendent of industries, the psychologist, the psychiatrist, the medical officer, the associate warden, and the chaplain.

The educational director interviews and tests the prisoner in order to determine what educational achievement he has obtained and what educational activities would be profitable for him to pursue. The vocational counselor makes a similar analysis of his work skills and interests in order to suggest employment or vocational training that will be most beneficial to the prisoner after his release. The psychologist tests his intelligence or mental capacities, and the psychiatrist examines him to determine the presence of mental conditions or emotional disturbances that may affect both his adjustment in the prison and later on in the community.

The medical officer then makes a second and more thorough examination of the prisoner so that handicaps which may affect his later ability to earn a living and otherwise make a satisfactory adjustment in a community may be remedied if possible. The associate warden, who is in large measure responsible for custody and discipline, interviews the prisoner and considers all factors that bear upon these problems. This interview ordinarily takes place near the end of the quarantine period in order that the associate warden may have the advantage of the complete criminal record, the official statement of the offense, the report of the quarantine officer concerning the prisoner's behavior since his admission, and other reports that have accumulated in the central file. The chaplain evaluates the importance which religion has played in the prisoner's life and estimates the extent to which religion can be used as a means of rehabilitation.



ADMISSION TO INSTITUTION



IDENTIFICATION



MEDICAL EXAMINATIONS



SOCIAL INTERVIEW



EDUCATIONAL INTERVIEW



VOCATIONAL INTERVIEW



RELIGIOUS INTERVIEW



RECREATIONAL INTERVIEW



ADMISSION CLASSIFICATION



ASSIGNMENT TO QUARTERS



MEDICAL TREATMENT



COMMUNITY SOCIAL SERVICE



ACADEMIC EDUCATION



VOCATIONAL TRAINING



RELIGIOUS TRAINING



SUPERVISED RECREATION



RELEASE UNDER SUPERVISION

The Classification of Prisoners

This series of interviews has a threefold purpose: (1) to obtain a clear, detailed, well-defined picture of the prisoner and of the problems, abilities, and liabilities he presents; (2) to furnish a basis for outlining a program which will utilize the various training and treatment facilities of the prison; and (3) to acquaint the prisoner with the facilities of the institution and to obtain his cooperation in using them to the greatest advantage.

The Admission Classification Meeting

An effort is made to coordinate the work of the various departments engaged in studying and evaluating the prisoner during the quarantine period by providing a central file for the interchange of information between the various staff members. But the final step in the coordination and integration of the information about the prisoner and his program is taken in the classification meeting. At the end of the thirty-day quarantine period, the staff members who have individually examined the prisoner constitute a committee, under the chairmanship of the warden, to review the case in all its aspects. The committee considers the recommendations of the individual members with respect to a program for the prisoner and adopts or modifies these recommendations.

There is a distinct advantage in this procedure over other methods for developing a treatment program for the offender. It represents the best thinking, not of one or two men, but of a group of men, including those experienced in different technical fields as well as in prison administration. It insures the adoption of a program best suited to the offender's needs and aptitudes, within the restrictions of the prison. With the wide representation of the classification committee, it is assured that emphasis will be given the fact that 97 per cent of the persons committed to prison will be released and that the institution therefore has the grave responsibility of preparing these men for useful lives in the community.

This chart illustrates the principal functions of the classification program; the interviews, tests and examinations which

furnish information about the prisoner and the problems he presents; the formulation of a constructive and integrated program by the classification committee and the execution of that program by the various services in the institution looking toward preparation for release.

After the case has been analyzed by the committee, a tentative program for the prisoner is outlined under the following items:

(1) *Custody*. Since one of the institution's first responsibilities is to maintain safe and secure custody over the prisoners and since the nature of the institutional program may depend on the security risk he presents, this item is given first consideration by the committee. There are four degrees of custody: maximum, close, medium, and minimum.

(2) *Transfer*. The intensive analysis of the case by the classification committee frequently brings up new information which shows that the man would be more suitably placed in another prison. If the committee decides that transfer is desirable, the recommendation is submitted to the Director of the Bureau of Prisons for final decision.

(3) *Social service*. The social service program is a vital one. Upon the caseworker rests the responsibility of assisting the prisoner in maintaining his relationships with his family and the community. The program adopted may involve such matters as finding a suitable foster home for a child, effecting a reconciliation with an estranged wife or parent, securing community assistance for destitute dependents, or aiding the prisoner in finding a suitable home upon release.

(4) *Medical and psychiatric treatment*. Recommendations under this heading are made only by the qualified medical personnel, but they are important to the rest of the committee, since the condition of an individual's physical or mental health often has a definite effect upon the determination of his work or training program, his custody, the nature of disciplinary measures which should be used, etc.

(5) *Education.* In making recommendations for educational work, the committee is careful to see that the program suggested is in harmony with the other phases of the program, particularly vocational training and employment. The individual is not assigned to school in a routine or thoughtless manner, but because education of a particular type may be expected to benefit him when he returns to normal community life.

(6) *Employment and vocational training.* One of the most difficult but important tasks of the committee is to decide on employment for the prisoner. Every prison has a certain amount of maintenance work which must be done and many prisoners maintain the production industries which must be manned. On the other hand, prisoners must be trained for return to the community, and one of the more important ways in which the institution can help offenders is to train them in the kind of work for which they are suitable and which they can pursue in civilian life. Although at first glance it would appear that the institutional needs and the needs of the individual are in hopeless conflict, the problem is not nearly so serious if the work of the prison is organized efficiently and if the most is made of the training possibilities of each job. For example, the culinary department of an institution can offer valuable training in cooking, baking, butchering, cafeteria serving, and the like. If the maintenance and the industries jobs are placed on a training basis and if, as is true of a number of federal prisons, vocational training is used to supplement the occupations not ordinarily found in the regular work assignment of the prison, a well-rounded training program may be effected that will reduce to a minimum the necessity of placing men at employment in which they have no interest or ability.

(7) *Religious training and instruction.* The chaplain's recommendations ordinarily pertain to individual counseling and suggested enrollment in religious education classes.

After the program has been formulated, the prisoner is called before the committee. The decisions of the committee are

explained to him, and he is permitted to discuss them with the staff if he desires. With whatever revisions may be made at this time, the program decided upon is put into effect.

Reclassification

Planning the initial program for the prisoner is but a small part of the work of the classification committee. It is an essential part of good classification to see that the program is carried out and to follow up the case periodically to see if changes should be made. Many things may make such changes necessary. The prisoner may after a time show marked changes in attitude, or his health may be so much improved that a change of work assignment would be more suitable to his needs. On the other hand, he may become a disciplinary problem, or it may develop that he is incapable of fulfilling the requirements of the program outlined for him. Obviously a program adopted at the time of admission cannot be expected to meet the needs of the prisoner realistically a year or two or five years later.

Reclassification, or reconsideration of the case by the committee, may be scheduled in the admission classification meeting or may be initiated by any committee member, who, through his contact with the prisoner, discovers the need for a different approach to his problems. The prisoner himself may request changes, or in specific cases the action may be proposed by the Bureau. All requests, regardless of the source, are cleared through the office of the warden's assistant who is responsible for securing from the committee members their notes on the developments in the case since the earlier consideration. Thus, the associate warden reports on the prisoner's behavior and any disciplinary measures taken. The chief medical officer states the treatment which has been given in his department and the results. The parole officer discusses any changes in the family situation and includes any new social information which his investigations have brought to light. The education director reports the prisoner's progress in school. The vocational counselor describes the manner in which he has progressed

in his work or vocational training. And the psychiatrist discusses any behavior problems which may have developed, any changes in attitude which have become apparent, or any significant adjustments which have been made during his period of observation. The statements are compiled in a progress report and the recommended changes in the prisoner's program are listed and put into effect.

Ideally, all cases should be reconsidered at intervals of a few months, but in the larger institutions such intensive follow-up work has not been possible. All institutions are required, however, to reconsider cases at least once during the prisoner's sentence. This is at the time of parole reclassification. Within a short time before a prisoner is eligible for parole consideration, the warden's assistant secures notes from the committee members in the manner described above. The report which he assembles, the parole progress report, brings up to date the developments in the case for the use of the United States Board of Parole and also furnishes the basis for committee action shortly after the parole hearing.

Transfer to a prison of less security is a highly important consideration in reclassifying men who have been assigned to the penitentiaries. Many offenders profit by the physical advantages and the position of greater trust and responsibility in which they are placed in minimum security camps and honor farms. Not only is the prisoner's physical and mental health improved by the outdoor environment, but the restrictions and routine necessary in a penitentiary are relaxed and the transition from prison confinement to community living is made less difficult. More opportunity is presented for the use of initiative and personal judgment, qualities which will be important in the prisoner's later adjustment in the community.

Shortly before the prisoner's release, a release progress report is assembled. This report is of special importance, since it helps to provide the necessary continuity between the work of the prison and that of the community. In it the committee

members bring up to date their record of the prisoner's accomplishments during his incarceration and note the factors which will help him adjust to normal life and those which will hinder his adjustment. The release progress report also serves as a check on the general effectiveness of the prison treatment program.

The Relationship of the Custodial Officer to the Classification Program

The custodial officer is important in the classification process. As quarantine officer, he reports on the prisoner's adjustment at the time of the admission classification summary. But even more important is the influence of the officer who supervises the prisoner from day to day in the cell house or on the job. He can do much to develop wholesome attitudes on the part of the prisoner toward his job; he can bring to the attention of the proper officials problems of adjustment which he observes in particular prisoners; by his manner he can perhaps avert serious maladjustments at a later date. But every officer in the prison can contribute to the prisoner's success in completing the program which has been outlined for him by the committee. Because they are close to the prisoners, prison officers are in many ways better prepared to aid them than the classification committee member who, because of the press of his work, may see the prisoners only occasionally.

The activities of the classification committee and of the various prison departments may accomplish little or nothing unless the prisoner's day-to-day relations with the custodial officers convince him that they too are interested in his welfare. Or, to put it conversely, the custodial officer can undo any amount of constructive work which may be accomplished by the medical, educational, social service, and other departments by attitudes of resentment he may arouse in the prisoner.

The custodial officer will recognize the value of classification as a way to give the prisoner the assignment which he can best fulfill.

The program functions at its best when the careful planning of the classification committee is intelligently understood by the officer who helps the prisoner meet his problems from day to day. While it is important that the officer report infractions of prison discipline, it is more important that through knowing and understanding the prisoner he prevent their occurrence.

Summary

Classification, then, is a method of treating prisoners individually. It differs from former methods of dealing with criminals in that it recognizes crime as the result of many causes, and that, to be effective, treatment must differ in order to meet the problems of differing individuals. Classification recognizes that constructive results are rarely accomplished with prisoners through the work of a single individual or department and that the greatest good can be accomplished through a carefully planned and coordinated program which reaches all phases of the prisoner's life. The first job of the classification program is to secure a well-integrated picture of the prisoner so that his needs may be diagnosed and a program outlined to meet them. After the admission classification, progress reports are prepared and cases are reconsidered as the need arises. These reports, together with the admission summary, should provide an accurate chronological record of the case. Transfers are recommended at admission classification and at reclassification in order that the prisoner may serve his sentence in a prison which meets his needs.

While classification is of value to the warden of the prison as an administrative device, since it allows the prisoner to work more efficiently and with less friction, this is only of incidental importance. The true purpose of the system is to maintain continuity in the prisoner's development while in the prison and to prepare him for later life in the community. Treatment is pointless unless it is directed towards a definite objective, namely, the return of the prisoner to society better prepared to live the life of a law-abiding citizen than he was when he entered prison.

REVIEW QUESTIONS

Lesson 7

- 1. Avenging the state without rehabilitating the criminal: (1) results in repetition of crimes by the same individuals. (2) results in the rehabilitation of the individual. (3) protects society against crime. (4) decreases the crime rate.
- 2. Protection of society is best accomplished by: (1) individualized treatment of prisoners. (2) imprisonment regardless of the type of treatment of prisoners. (3) a complete revision of our penal system. (4) giving prisoners intelligence tests.
- 3. Prisoners must be rehabilitated because: (1) penologists are humane. (2) the court will not commit criminals to prison otherwise. (3) scientists need a group of people to experiment with. (4) most prisoners are later released into the community.
4. per cent of all prisoners are released from prison before they die.
5. The initial classification of a prisoner takes place during the prisoner's period of
6. The process of reconsidering a prisoner's case after a period of time and changing his program is called.....
7. The group of employees most important in carrying out the prisoner's rehabilitative program are the
8. List the 7 factors which the classification board considers in setting up the individualized treatment program of a prisoner:

1.
2.
3.
4.
5.
6.
7.

The following situations describe four prisoners. The questions after each situation are applications of the techniques described in Lesson 7. Answer them as best you can.

Situation 1

JOSEPH BRINKLEY, Negro, 17 years of age, has been committed to the National Training School for Boys for the remainder of his minority. He stole a trumpet from a parked car. Joseph, an orphan, had been cared for in the past three years by his older sister. While his parents were living he ran wild. When his mother died, his father deserted him. He has had few delinquencies. He has had sixth grade education, but does not like school; he has never been, however, a truant problem. At one time Joseph worked for the CCC; he sent money regularly to his sister. He has never been interested in religion. If he is paroled, he will live with his sister; there is a job waiting for him. While in quarantine, Joseph has made an excellent adjustment. He has a good appearance, has a noisy, happy disposition, has average ability, and likes praise. His brother-in-law is working on the grounds as a WPA worker.

- T F 1. Joseph will probably complete his high school training.
- T F 2. Joseph should be watched after his release from quarantine for a possible communication with his brother-in-law.
- T F 3. On the information available, Joseph should be a good prospect for parole after completing a course in vocational training.
- T F 4. Joseph should be sent to a reformatory rather than the training school.

- T F 5. Teaching Joseph a trade while in the school would probably be helpful in preventing him from carrying on criminal activities later.
- T F 6. The institution parole officer should learn whether the sister's home is a suitable place for Joseph to live after he is released.
- T F 7. It is probable that religion will be a strong motivating force in Joseph's future behavior.
- T F 8. Joseph should be considered a maximum custody risk.
9. The factor which the classification committee considers but which has not been referred to in the previous 8 questions is:
1.

Situation 2

GEORGE YOUNG, white, age 32, has been sentenced to 5 years and committed to the United States Penitentiary at Atlanta for transporting a woman across a state line for immoral purposes. He has spent most of the last 17½ years in state and federal prisons on such charges as grand larceny, unlawfully carrying a concealed weapon, forging a money order, and robbery. Young is single; his parents are still living and self-sustaining. He has average intelligence, with an eighth grade education. He has never had regular employment. He has worked as a janitor during most of his time in federal institutions. He has an artificial leg due to losing his left leg when riding a freight train at the age of 10. For this reason his work assignments have always been limited. Blood test is positive for syphilis. Young has no religious background whatsoever. In order to be transferred from Atlanta to the federal hospital in Springfield, Young pretended to be insane while in quarantine. The psychiatric unit reported that this was a clear case of malingering. Young is known as an "old timer."

- T F 1. Young may properly be classified as a habitual criminal.
- T F 2. Young should be sent to Springfield to recover from his mental difficulties.
- T F 3. The social service section should arrange with the local social agency to help Young's family financially.
- T F 4. Young needs medical care.

- T F 5. Young can be considered a better than average rehabilitative prospect.
- T F 6. He should be transferred to a reformatory.
- T F 7. He is a good subject for early parole.
- T F 8. An attempt should be made to plan a program of rehabilitation for Young.
- T F 9. Young is suitable for training in house painting.
- T F 10. Young should be classified minimum custody.

Situation 3

TOM MILLER, alias TOM JOHNSON, white, age 19, sentenced to 3 years and committed to the Federal Reformatory at Chillicothe for stealing an automobile and driving it over a state line. Miller's parents are Catholic, separated but not divorced. His mother drinks heavily but is self-supporting. His older brother is now serving a term for stealing. Two younger children have been placed in a children's home because of the mother's drinking. Miller has previously been sentenced to from 1 to 20 years in a state reformatory for automobile theft. He escaped and must serve at least 25 months in the state reformatory when he is released from Chillicothe. Miller has never had proper home training. He is healthy, good-tempered, has eighth grade education, has above average intelligence, good mechanical aptitude, and would like to become an automobile mechanic. He has almost no working experience. He does not drink or gamble, likes sports, but likes most to "bum around."

- T F 1. Miller should be encouraged to learn a mechanical trade while he is in the reformatory.
- T F 2. Consideration of transfer to a penitentiary should be delayed pending observation of his adjustment at Chillicothe.
- T F 3. He will probably need a great deal of medical care while in the reformatory.
- T F 4. Efforts should be made to secure the cooperation of a family case work agency to resolve family difficulties.
- T F 5. No special custodial precautions should be provided.
- T F 6. Miller's family background is an important factor contributing to his difficulties.

- T F 7. He should be encouraged to take high school courses while in the reformatory.
- T F 8. His academic program should be coordinated with the vocational.
- T F 9. He should be encouraged to attend Protestant religious services.

Situation 4

ROBERT WARNER, age 37, white, a resident of Idaho, committed to the United States Penitentiary, McNeil Island, Washington, a year ago to serve a term of four and one-half years for forgery of WPA checks. At the time of admission classification, reports showed that he had a prior history of petty larcenies, had a wife and three minor children to whom he was strongly attached and who were left without financial resources, and had an irregular work history as a truck driver and service station attendant. He was of average intelligence, had good mechanical ability and was in good physical condition except for a hernia which had kept him unemployed at various times. During the past year, the hernia had been repaired; the social service department had arranged with a local agency for assistance to his family; he had completed a course in diesel engines and had worked for six months in the transportation department as a helper in the maintenance and repair of institution trucks. For the past six months he has been specializing on the repair of tractors. His custody at admission classification was close because of a pending check-forgery charge, but had been reduced to medium when the detainer was withdrawn. He and his wife have corresponded regularly, but she has not visited him. Warner now comes before the classification committee for reclassification with six months to serve before he is eligible for parole.

- T F 1. Warner has been doing so well that the committee should make no change in his program.
- T F 2. His custody should be reduced to minimum and he should be assigned as a crew member on an institution boat because of his demonstrated reliability.
- T F 3. His custody should be reduced to minimum and he should be transferred to a camp where diesel-powered machinery is used on road construction.
- T F 4. He should be assigned to the cannery because his family is in need and part of his earnings could be sent home.
5. Check the two most important reasons why assignment to the cannery might be recommended.

- 1. The institution has a large farm.
 - 2. The money he would earn would benefit his family.
 - 3. He has learned all he can in his present job.
 - 4. The knowledge of another occupation would be helpful.
 - 5. Everyone needs a change of work.
6. Check the three most important reasons why transfer to a minimum security road camp in Idaho might be recommended.
- 1. The climate would be beneficial to his health.
 - 2. He would be nearer the members of his family.
 - 3. He would have a chance to operate a diesel-powered bull-dozer.
 - 4. Camps are smaller than penitentiaries.
 - 5. Camps are isolated and offer less opportunity to escape.
 - 6. The camp situation would provide a greater opportunity for the exercise of personal responsibility and would provide a better preparation for parole.
7. List three benefits Warner has received from his first year in the institution.
- 1.....
 - 2.....
 - 3.....

Lesson 8

PAROLE

This lesson explains federal parole procedures and the place of parole in the Federal Prison System.

ALTHOUGH parole is essential to any correctional program, its meaning and objectives are generally misunderstood by the public. Parole is frequently confused with pardon, clemency, or even probation. Pardon, that is clemency through commutation of sentence, is granted to correct a miscarriage of justice or in recognition of mitigating circumstances. In the states a pardon is granted by the Governor, and in the Federal Government, by the President. Probation is imposed by the court. Instead of sentencing an offender to imprisonment, the court may place him on probation, which means that he is permitted to remain at liberty under certain conditions stipulated by the court and under the supervision of a probation officer.

Parole, on the other hand, is the release of an offender from a penal or correctional institution into the community under supervision after he has served a portion of his sentence. It is based upon the principle that training and treatment in a prison is only a part of the correctional process; that this should be followed by a period of guidance and supervision in the community. It recognizes the fact that the time immediately after release from prison may be most crucial to future adjustment, that to release a prisoner from the regulated life of the institution to the community without any control or assistance in solving the many problems of return to free society may nullify whatever good the institution has done. The theory of parole also assumes that a judge, when he imposes sentence, cannot tell how long an offender should remain in an institution, and that the date of release should depend upon a thorough knowledge of the individual and his progress in the institution. Parole

is also an incentive to the offender to improve himself while in custody. Without the parole system, a prisoner would have to remain in prison for his full sentence, no matter what effort he made toward rehabilitation. Under a parole system he knows that to some extent his own efforts may determine the time of his release.

Because of the general misunderstanding of parole, and the growing need to clarify parole policies and procedures, President Roosevelt early in 1939 called together in Washington leading representatives of all phases of criminal law administration in this country for the first National Parole Conference. The President in his address to the delegates stated:

“The true purpose of parole is to protect society—all of us—by supervising and assisting released prisoners until they have a chance to get on their feet and show that they intend to live law-abiding, self-supporting lives.

“Now, naturally, I am speaking of real, honest, well-administered parole: parole granted only after a prisoner has shown improvement during a period of constructive treatment and training in prison and only after a thorough and searching study of his case; parole under the supervision of qualified parole officers.”

The President then addressed himself to the critics of parole and said: “Much of the criticism which we have heard directed at parole is due to the fact that while 46 of our states have parole laws, less than a dozen have provided the money and the personnel which are necessary to operate a real parole system. Some of the criticism is due, too, to the fact that the parole power has been used to grant political or personal favors. This combination of neglect and abuse in the administration of parole is a matter of serious national importance . . . ”

One of the main things the Conference did was to state clearly what an effect parole system should do and be. These essentials are outlined in the Declaration of Principles adopted by the conference:

1. The paroling authority should be impartial. non-political,

professionally competent, and able to give the time necessary for full consideration of each case;

2. The sentencing and parole laws should endow the paroling authority with broad discretion in determining the time and conditions of release;

3. The paroling authority should have complete and reliable information concerning the prisoner, his background, and the situation which will confront him on his release;

4. The parole program of treatment and training should be an integral part of a system of criminal justice;

5. The period of imprisonment should be used to prepare the individual vocationally, physically, mentally, and spiritually for return to society;

6. The community through its social agencies, public and private, and in cooperation with the parole service should accept the responsibility for improving home and neighborhood conditions in preparation for the prisoner's release;

7. The paroled offender should be carefully supervised and promptly reimprisoned or otherwise disciplined if he does not demonstrate capacity and willingness to fulfill the obligations of a law-abiding citizen;

8. The supervision of the paroled offender should be exercised by qualified persons trained and experienced in the task of guiding social readjustments;

9. The state should provide adequate financial support for a parole system, including sufficient personnel selected and retained in office upon the basis of merit;

10. The public should recognize the necessity of giving the paroled offender a fair opportunity to earn an honest living and maintain self-respect to the end that he may be truly rehabilitated and the public adequately protected.

The Declaration makes it clear that effective parole systems are established on no sentimental, "sob-sister" notions, but upon

a practical interest in the safety and well-being of society. Moreover it crystalizes the minimum requirements of an effective parole program: (1) a competent, independent, paroling authority; (2) a well-rounded industrial institutional treatment program; (3) full cooperation of community agencies; (4) trained supervisory personnel; and, (5) adequate appropriations. Scientifically administered parole is completely dependent upon these essentials and without them fails in its purposes.

The Development of the Federal Parole System

In 1910, twenty-three years after the passage of the first parole law in the State of New York, Congress enacted a statute authorizing the release on parole of federal offenders sentenced to terms of more than one year. Under the Act a prisoner became eligible for parole after completing one-third of his sentence, and a parole board was established at each federal institution. The boards were comprised of the warden and the physician of the particular institution and the Superintendent of Prisons of the Department of Justice (a position which roughly corresponded to that of the present Director of the Bureau of Prisons). The Act placed final authority for the granting of paroles in the hands of the Attorney General, to whom the board recommended action after hearing of the case.

No effective parole supervision was set up by this legislation. At each institution a parole officer was provided to supervise parolees and to perform such other duties as the board of parole might direct. It was also provided that the U. S. Marshals should assist in the supervision of parolees. Although technically the parolee remained in the custody of his warden and was required to forward to the parole officer written reports of his adjustment, there was little opportunity to follow-up the majority of cases. An attempt was made to supervise and assist parolees through citizens who volunteered to act as "first friends," but experience soon showed the need for full time, professionally trained supervisors. The federal parole statute, therefore, was a humanitarian measure chiefly aimed to relieve over-crowding

in federal institutions and could in no sense be described as an attempt to establish a scientific parole program.

When flagrant parole violations were brought to the attention of the board, a warrant was issued ordering the return of the violator to the institution. Here his case was heard by the board at the first meeting following his return, and it was decided whether he should be required to serve the remainder of his sentence.

The Parole Act of 1930

In 1930 the federal parole system was materially altered. The separate institutional boards were replaced by a single board of parole composed of three members appointed by the Attorney General. The newly created board was given the authority previously exercised by the Attorney General to grant paroles and also to issue warrants for the return of violators. The statute provides that the parole violator shall receive no credit for the time spent on parole, and shall be returned for the unexpired portion of his sentence. The new Act did not change the rules of eligibility for parole, and offenders are still eligible at the expiration of one-third of the sentence.

The U. S. Board of Parole has its headquarters in Washington, D. C., but holds meetings every three months at each of the federal institutions to hear prisoners who have become eligible for parole since its last meeting. It was soon demonstrated that all three members could not sit as a Board at each institution because of the large number of cases to be heard. So the practice developed of having one member hear the cases at each institution. A transcript of each hearing is then made and can be reviewed by the other members in Washington.

How Men Are Selected for Parole

Obviously the Board cannot decide whether a prisoner should be paroled on the basis of a personal interview alone. The Board must know the individual's history and behavior before enter-

ing the institution, his criminal record, the nature of his offense, his employment history, and his family and community relationships. It must know about his mental and emotional makeup and his physical condition. It should have a statement of his progress and any changes in attitude while he has been in the institution. Also it needs to know the applicant's community situation and plans for work and residence if he is released. All this information is made available to the Board through the classification reports, copies of which are in the prisoner's Washington file, which is sent to the institution for the parole hearing. A parole progress report is prepared by the classification committee immediately before the meeting at which the prisoner is to be heard by the Board. This report brings the case up to date. It also presents the community plan, a suitable release scheme which has been worked out by the institution parole officer and the federal probation officer who is stationed in the community to which the prisoner is to return. The interview by the Board member and the records that have been prepared by the institution staff furnish the basis for the Board's decision as to whether and when a prisoner should be released on parole.

Just what are the criteria or the policies of the Board in making its decisions? To quote the Board, "Parole is granted when, in the judgment of the Board of Parole, a prisoner is competent and anxious to readjust himself socially and when the factors which will affect him and his family at his release guarantee adequate public security." In other words, parole is not granted merely because a prisoner's conduct record has been good, or because he has served a certain number of years, but because there is a reasonable prospect of his living in the community without violating the laws or other conditions of his release. There is no exact formula by which such decisions can be reached. The best guarantee is to have a Board whose integrity is unquestioned, whose knowledge and experience qualify them for dealing with complicated human relationships, and who are well informed about all parole applicants.

Parole Supervision

As has been stated, parole supervision prior to 1930 was provided by the institution parole officer with the assistance of volunteer civilian "first friends." In 1930, after the Bureau of Prisons was established, parole supervision was centralized in the Bureau under the direction of a Supervisor of Parole whose title was later changed to Parole Executive. The use of volunteer supervisors was continued, but the title was changed to parole advisor. The need for qualified parole officers in the community was recognized, but it was not easy to find enough of them to cover the whole country. So the federal probation system was developed, and its officers were delegated to supervise parolees as well as probationers.

In 1925 a Probation Act was passed by Congress which provided that each U. S. District Court could appoint one salaried probation officer from classified civil service. However, by 1930, only eight salaried probation officers had been appointed. In 1930 and 1933 the probation statutes were amended to permit the appointment of more than one officer in a district and to give the courts power to select and appoint probation officers outside of civil service. The Attorney General was authorized to fix the salaries for these officers. The probation officers were also directed to perform certain duties with respect to persons on parole as the Attorney General might require. Through these statutory changes and the larger appropriations for the federal probation service, the number of probation officers increased from 8 in 1930 to 250 in 1943. As rapidly as these officers were appointed, they began to supervise federal parolees released to their districts. Now all federal parolees released into the continental United States and Puerto Rico are supervised in the community by federal probation officers. Volunteer parole advisors, however, are still utilized as an aid to the probation officer.

In 1939, the supervision of federal probation officers was transferred from the Department of Justice to the Administrator of the United States Courts. This agency and the Bureau of Prisons work as cooperating agencies in the administration

of federal justice, and the functions of the probation officers in the supervision of parolees remain the same as formerly.

The federal probation officers in the community and the parole officer in the institution work together closely. Frequently, the probation officer's pre-sentence report on a defendant, made for the court, is handed on to the prison. This report on the individual's social history is a great help to the prison in working up its classification reports. In turn, the prison sends all classification reports to the probation officer and thereby keeps him in touch with the prisoner's progress and what is planned for him.

The release planning is a cooperative undertaking between the institution parole officer and the probation officer. Before the prisoner is released, the employment and home to which he is to return are checked for suitability. At the time the parolee is released, the probation officer has a complete file on his case. The probation officer, acting in the role of field parole officer, helps the parolee in every way possible to make a successful community adjustment. He also reports to the Board of Parole any violation of the conditions of release. These conditions are, in general, that the parolee shall not violate the law, associate with persons of bad reputation, or go outside the geographical limits specified, and that he shall work at a lawful occupation and support his dependents.

If the Board has evidence that a parolee has violated the conditions of his parole, it issues a warrant for his arrest and he is returned to a federal prison where he is given a hearing before the Parole Board at its next meeting there. If the evidence of violation is sustained, parole is revoked and the offender may be required to serve the remainder of the original sentence without credit for the time he spent in the community.

Conditional Release

Soon after the Bureau of Prisons was established, it was seen that the Parole Act did not fully protect the public or help all released prisoners, since only about 30 per cent were

paroled and supervised. Prisoners who were denied parole remained in the institution for the full term of sentence, less whatever reduction came to them for good conduct. They were then released without supervision. An Act of 1902 provides that a sentence may be reduced by good conduct by so many days a month, depending on the length of sentence. For example, a sentence of two years carries "good time," which the commutation for good conduct is commonly called, at the rate of six days a month. Thus a two year sentence can be reduced by 144 days. In 1932 an act was passed which provided that a prisoner who was not paroled but was released at the expiration of his sentence, less his "good time," should be under supervision until the full expiration of sentence. If the prisoner had earned 144 days, he would be under supervision for that period. This type of release under supervision is known as "conditional release."

Since few prisoners forfeit "good time" for misconduct, practically all leave prison either under parole or by conditional release. So the advantages of parole supervision come to most federal prisoners with sentences of more than one year. Prisoners who are conditionally released are given the same planning and supervision as parolees, and both may be returned to an institution if they violate the conditions under which they are released.

Results of Parole

In a recent twelve-month period the United States Parole Board considered the applications of 9463 men and women. Of these, 3036 were granted parole, and fewer than 7 per cent violated the conditions under which they were released. During the same year 7759 prisoners were conditionally released, and of this group 14 per cent violated their conditions of release. During recent years the Board has released between 22 per cent and 39 per cent of those considered for parole. With the advent of war and the great need for man power, every reasonable effort was made to increase the percentage. Thousands of former prisoners engaged successfully in war production activities and in the various military services, and

despite the larger number released on parole, at the time this book was written, the violation rate had not increased.

It has been amply demonstrated that parole is the best known way to return the offender from the institution to the civilian community. It is the last step in the correctional process, and to be effective it must have been preceded by a constructive program of individualized training and treatment in the institution. The job of the institution is to prepare the prisoner for release. The job of the Parole Board is to release prisoners who qualify for release at the proper time. The job of the parole supervision system is to give the released prisoner intelligent guidance and assistance in becoming a self-supporting, law-abiding citizen. Since over ninety-five per cent of all persons sentenced to imprisonment are again released into the community, it is essential that the work of these agencies be closely coordinated, and that each does its job well in order that society may receive the greatest measure of protection.

Summary

A properly safeguarded and wisely administered parole system is a necessary part of a modern correctional program. Parole has been attacked in certain areas, largely because it has been misunderstood or badly administered through lack of financial support, lack of qualified personnel, or political interference. However, where properly administered, it has proved to be the best method yet devised for releasing offenders into the community.

REVIEW QUESTIONS

Lesson 8

- T F 1. Parole is an essential part of any correctional program.
- T F 2. The pre-sentence report made by the probation officer plays an important part in parole planning.

- T F 3. Release planning for a prisoner is a cooperative undertaking between the judge and the probation officer.
- T F 4. Parole is the best method for returning the offender from the institution to the community.
- T F 5. A higher percentage of violations occur under parole than under conditional release.
- T F 6. The prisoner's own efforts help to determine whether he is to be released on parole.
- T F 7. Half of the federal prisoners granted parole violate the conditions of release.
- T F 8. Few prisoners are given conditional release or are paroled.
- T F 9. Training and treatment in a prison complete the correctional program.
- T F 10. Conditional release occurs when a prisoner serves his full sentence less reductions for good conduct.
- T F 11. Parole is granted on consideration of all factors necessary for adequate public security.
- T F 12. The Parole Board decides whether a prisoner should be released for parole on the basis of a personal interview.
- T F 13. Violations of conditions of release must be reported to the judge.
- T F 14. Guidance and supervision in the community is an essential part of parole.
- T F 15. Federal probation officers are responsible for parole supervision.
- T F 16. Parole, pardon, and probation mean the same thing.
- T F 17. When parole is revoked, the offender is required to serve the remaining portion of his sentence without credit for the time spent in the community.

- 18. Congress first authorized parole for federal prisoners in: (1) 1850. (2) 1910. (3) 1925. (4) 1930.
- 19. An independent Board of Parole for federal prisoners was authorized in: (1) 1850. (2) 1910. (3) 1925. (4) 1930.
- 20. Check the 5 minimum requirements of an effective parole program.
 - 1. Complete newspaper publicity of parole board actions.
 - 2. Full cooperation of community agencies.
 - 3. Open parole hearings to which attorneys, members of the family, the press, and other interested persons are invited.
 - 4. The paroling authority should be competent, trained, and independent.
 - 5. Trained supervising personnel.
 - 6. Democratically elected parole board members.
 - 7. A well-rounded institutional treatment program.
 - 8. Members of the parole board should be persons of independent income who can afford to devote part of their time to parole duties.
 - 9. The parole board should be the only authority with power to release an offender from an institution.
 - 10. There should be adequate appropriations to carry on effective parole services.
- 21. Check the 4 general conditions under which a prisoner may be released on parole:
 - 1. The parolee shall not violate the law.
 - 2. The parolee shall forward to his supervising officer written monthly reports of his adjustment.

- 3. The parolee shall abstain from card games, dancing, and similar social activities which inevitably lead to further crime.
- 4. The parolee shall not associate with persons of bad reputation.
- 5. The parolee shall pay a monthly fee to the parole officer to defray supervision costs.
- 6. When released, the parolee shall agree to leave the state in which he was convicted.
- 7. The parolee shall work at a lawful occupation and support his dependents.
- 8. The parolee shall not go outside the geographical limits specified.

Thought Question

22. Should a period of post-release supervision be a part of each prisoner's rehabilitative program, even though he completes in prison the full sentence as imposed by the court? Justify your answer.

Lesson 9

THE EDUCATIONAL PROGRAM

This lesson discusses the functions and objectives of an educational program in a penal institution. It also describes the organization and activities of the educational program in the Federal Prison System.

AUTHORITIES agree that the chief need of prisoners is either changed attitudes or some form of social reeducation. To the extent that a prison program is planned and administered with these dominant needs in mind, it is progressive. A well-rounded adult education program must be a balanced diet of personal adjustment, vocational training, cultural or avocational activities, and as much recreation as possible. It remains for the far-sighted warden and prison administrator to provide the facilities for such a program, and it is the responsibility and function of the prison educator and the prison librarian to furnish each element in its proper proportion to the men under their care. To achieve the principal objective, redirection of attitudes and motivation, the program must be made out with the attitudes and interests of the individual prisoner clearly in mind. These attitudes and interests are often hidden and hard to discover except through frequent sympathetic individual conferences and a considerable period of observation.

One point that needs constant emphasis is that education in prison, as in life outside, is not limited to the classroom or the shop. Every experience a prisoner has is educational. The daily relationships of prisoners and personnel are educational whether good or bad, and will affect attitudes toward society and authority. Every work experience, from mopping a floor to operating a machine in an industries shop, is educational. Education in a prison is therefore not merely formal academic school work, but a broad dynamic program in which the classroom is related to work and leisure.

Under this policy a general educational program has been adopted and is now being put into operation in all institutions. Formal education in the federal educational program is carried on in four major units: (1) an academic school covering basic school subjects ranging from classes for illiterates through grammar school and including some high school subjects; (2) special subject classes in a variety of vocational and general courses on an adult level; (3) correspondence and cell study courses having vocational and academic value and coordinated wherever possible with the prisoner's work assignment or vocational interests; and (4) vocational training conducted by the shop or instructor-foreman under the guidance of the educational supervisor.

Supplementing this formal program are the library, the prisoner's magazine or newspaper, a broad recreational program, educational movies, radio, and such group activities as discussion forums, religious education classes, Bible classes, and lecture courses.

Through its classification procedures, the Bureau of Prisons is trying to integrate all rehabilitative and correctional agencies under a unified policy. The institutional program as a whole, and the educational program in particular, must therefore be judged for their worth to the prisoner while he is in the institution and their effect upon his outlook, his employability, and his ability to become economically and socially self-sustaining after he leaves the prison.

More specifically, the educational program aims to remove illiteracy wherever possible, to remove common school deficiencies, to give opportunities for cultural and general education, to give industrial and vocational training, to develop avocations and wholesome recreational and leisure time activities. These objectives have been set up as a result of careful analyses of institutional populations.

Major Educational Activities

The general educational program of the federal prisons has the following formally organized units:

(1) Elementary education for illiterates and borderline illiterates. This includes all individuals who are below fourth or fifth grade level on standardized achievement tests and who have the ability to assimilate such training.

(2) Advanced academic education for men shown to be above the first group by standardized achievement tests who are interested in making up their elementary school deficiencies. Although this work is not uniformly developed as yet, an attempt is being made to organize instructional and text material around such subject matter fields as English, civics, and industrial and social problems on the adult level.

(3) Trade and occupational information classes for a selected group of industrial workers and for all vocational trainees. In the field of vocational education, major stress is placed on the problem of utilizing the regular maintenance and industrial activities of the institution for "on the job" training of the kind that is becoming generally accepted in outside industries. Those prisoners who are capable of assimilating trade training and of developing high grade industrial or trade skills are designated by the classification committee of the institution as vocational trainees and are required to carry on a program of related school work.

(4) Special classes in such fields as languages, commercial subjects, mathematics, lettering and mechanical drawing, and a variety of other subjects at a fairly advanced level have been set up to meet the cultural and practical interests of a selected group of the higher grade prisoners.

(5) Correspondence and extension courses for those men who cannot attend classes or whose needs and interests cannot be met in any of the other units just mentioned. With the exception of courses supplied by the extension divisions of several colleges and universities and by the International Correspondence School, all cell-study courses are constructed by the educational department and administered very much on the pattern of standard correspondence school methods. The lessons are

sent one at a time, with suitable work assignments, to the men in their quarters. These are returned to the Educational Department in each institution for correction, and the student accumulates the lessons until the course has been completed. These cell-study and correspondence courses are both academic and vocational in nature. A few of the typical courses of this kind are correct English, Arithmetic for Adults, Modern Business Arithmetic, Laundry Practice, Diesel Engines, Household Refrigeration, and Agriculture.

While every prison uses every major part of the educational program, one will stress one part of it and another will stress a different part.

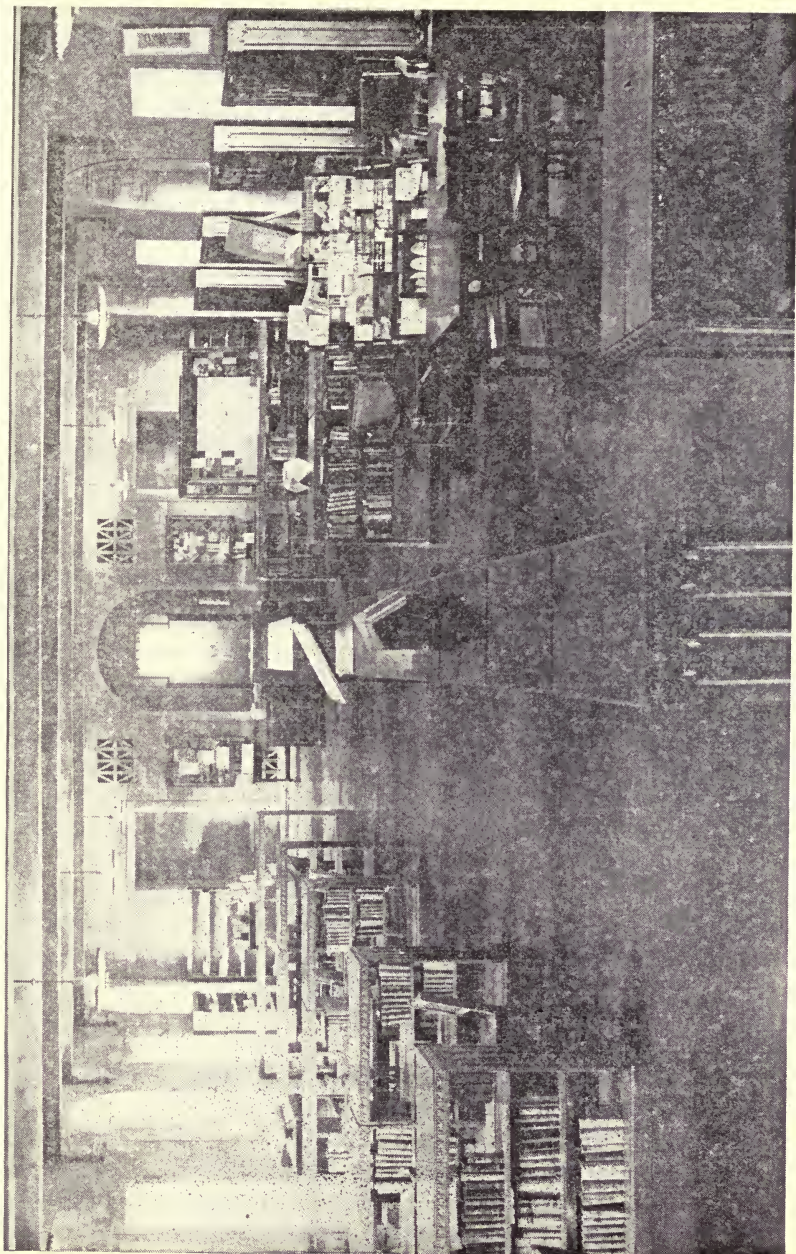
The use of modern educational methods in an institution brings up at least three big problems: individualized instruction; the wide range of ability, experience, and interest among the learners; and, the need for sufficient flexibility to take care of a constantly changing group of students. Education in a prison does not imply the use of any unique methods or the exclusive use of familiar ones. Any educational method, from tutorial work to correspondence course, from the lecture to the project method, may be adapted. It is equally true, however, that because education in a prison is unlike that anywhere else, every possible educational method must be used.

The picture opposite this page, a late installation in one of the larger institutions, is typical of the library facilities used in the Federal Prison System.

The Prison Library

The prison library is a part of the educational program. In fact, its place is so important and its potentiality so great that it deserves a special section in this course.

The library program in the Federal Prison System has two chief purposes: (1) to facilitate the individual's use of reading material for informal education, and (2) to integrate the library with the various other educational programs. When the edu-



Prison Library

cational work in the federal institutions was just being established in 1929 and 1930, the job of collecting books, getting trained librarians, and introducing standardized library techniques was begun. Now every penitentiary and reformatory has a full-time professional librarian.

Books and an occasional chance to use them do not by themselves make a good prison library. A person reading is not necessarily a person thinking. Selecting the right books for the library is a technical library problem and is one of the important functions performed by the librarian. The book collection must suit the range of literacy and the educational levels in the prison. It must also suit the age groups, occupational interests, classroom activities, and even the geographical areas from which the prisoners come. These are a few of the factors which determine the selection and purchase of books. A shift in age levels or a rise in the educational level in an institution may mean that more books are needed.

The librarian has other duties too. One of his main jobs is to supply the right book to the right person at the right time. This cannot be done unless the book collection has been so carefully selected, classified, and catalogued that each book and pamphlet is easily and readily available, and unless the uses of the library resources are carefully recorded.

But these technical processes, important as they are, are not the whole library program. They are only the means to an end; they are the librarian's tools in shaping and directing his work. A properly planned and supervised library program is many-sided. The library is a leisure-time activity, it is an educational agency, it can provide staff training and directed personnel reading, and it is an aid to good discipline.

The chief contribution of the librarian consists of two activities. One of these is personal guidance to individual readers. The other is informal group instruction. The former is one of the librarian's best opportunities to contribute to a truly correctional plan of treatment. The preparation of special reading courses suited to each individual's interests and abilities

is a service which a trained librarian is expected to perform. Unlike the public librarian, the institutional librarian has available considerable information about his library patrons. From the educational section, he knows the history, educational level, and reading ability of each man. From the psychologist he learns the man's abilities and something about his personality traits, his occupational history and skills. And from his own interviews he can discover reading habits and reading interests. The librarian can then classify and group his institutional population in terms of reader potentialities and prepare special reading courses with these factors and potentialities in mind.

While the librarian must advertise his library with bulletin boards, posters, and other familiar devices, these are more or less passive invitations "to come and get it if you want it." Through the cooperation of the custodial service, librarians are beginning to take a more active role by developing informal group activities. These aim not only to increase reader interest and develop reading habits, but also to implant positive social attitudes. Discussion groups for topics of current interest supplemented by reading lists have created unusual interest and enthusiasm everywhere they have been attempted. Perhaps the best example of this is the program "Town Hall of the Air" being carried on at the Atlanta penitentiary. These are open forum meetings which several hundred prisoners attend and which are held weekly during the winter months. Reading lists for each topic discussed are made available. A radio program entitled "Know Your Library" is another excellent example of an activity conducted personally by the librarian. In other instances, the librarian conducts classes on great men, great books, and related topics for groups of the more capable prisoners. In some institutions the librarians have been holding classes in elementary library science as a training program for their assistants.

One of the fundamental policies of an effective library program is that some plan be adopted which permits prisoners

to come to the library. The former system of printed catalogues and call delivery of books is by itself ineffective. In practically every institutional library in the Federal Prison System some schedule has been adopted which permits groups of prisoners to come to the library for reading periods, to select books, and to talk with the librarian. Such a plan is not something for the librarian to work out alone; it involves the active support and co-operation of the entire custodial staff.

There are very few activities to which the library may not in some way be related. Cooperation with the school has been mentioned. Close contact between the library and the maintenance and vocational shops is also necessary and valuable. Where this cooperation is systematic, the library should be able to provide supplementary trade training material which can be made available either in the shop or in the central library. The librarian should also be the center for all professional information in books and magazines needed by the warden and his entire staff in their various jobs. In a well-run prison, the whole staff will turn to the library for anything in print which has a bearing on their work.

Educational Planning and the Cooperation of Other Services

One of the most persistent problems of the educational supervisor is the scheduling of school and shop classes so as not to interfere with routine operations and work schedules. Ordinarily little difficulty arises in scheduling classes for illiterate groups, since everyone agrees that those prisoners who are capable of it should be brought up to a reasonable degree of literacy. Organizing an education schedule which meets both custodial and educational requirements calls for ingenuity and generous cooperation. Members of the educational staff must realize the need for custodial routines, for adhering strictly to meal schedules, industrial and maintenance working periods, bathing schedules, and many other requirements. The custodial and maintenance employees must realize that unless educational activities are permitted to reach all prisoners the program will fail.

But, with mutual understanding and assistance, it is possible to schedule a combined work and education program for each prisoner without conflicting with institutional routines. In production or maintenance shops, for instance, it is possible to give practical training in trade or industrial skills by several methods. One method common in outside industry and used in several of the institutions is the "Vestibule School," or general shop, which is a separate shop or section of the main shop in which learners are placed. Here they are given preliminary instructions in the use of equipment and machinery, and are guided in the development of fundamental skills and a basic course of training. The learners are closely observed, and detailed records of progress are maintained. When this course of initial training is completed, the man is then placed in the production shop. Another method, perhaps most applicable to our institutions, is based on a definite schedule of rotation whereby the prisoner is placed in the shop at the level of his skill at the time of classification, and is rotated through all production units or trade operations until he has learned as much as he can. A third and less satisfactory method is to schedule intensive training during slack periods of work. If the rotation schedule is adopted each foreman must keep a progress record for each trainee. These records help the educational department in planning for continuous training, and prevent the possibility of a capable prisoner mastering only one operation during his entire period in the shop.

Paralleling such a schedule for shop training, the educational staff must provide the shop foremen with instructional material and guidance in carrying on related trade classes. This instruction includes trade science, trade mathematics, employment conditions, and similar subjects. Here again, cooperation and mutual assistance are essential. To be effective, these classes must be held regularly and at set hours. In several institutions Saturday mornings have been devoted exclusively to such training. This system has worked out very satisfactorily. In some shops, the production or maintenance

work may be so heavy as to make the scheduling of these classes impracticable. When this condition exists, the educational department can solve the problem by enrolling men in correspondence or cell-study courses, but the shop foremen can do much toward creating interest by encouraging their men to follow up their cell-study work diligently.

In this discussion, the problem of scheduling educational activities has been emphasized because it illustrates best the fact that education can succeed only through the cooperation of all institutional personnel. The cooperation is needed if each prisoner is to have the fullest opportunity of exploring and developing his leisure interests through recreation and the library. Lectures, forums, and movies must have educational influences which permeate the entire life of the institution.

Summary

The educational program in the Federal Prison System aims to remove illiteracy wherever possible, to provide industrial and vocational training, to develop recreational and leisure-time activities, and to give opportunities for cultural and general education. The program makes use of all possible educational methods to meet individual needs and the wide range of abilities and interests which are found in a prison.

The prison library is an important part of the educational program. The chief contribution of the librarian consists of personal guidance to individual readers and providing opportunities for informal group instruction.

Effective educational planning requires the cooperation of all other services in the institution. The schedule must be planned to fit in with all other routine operations and work programs. Therefore mutual understanding and assistance are necessary if a combined work and education program for each prisoner is to be developed.

REVIEW QUESTIONS

Lesson 9

- T F 1. Prison librarians prepare special reading courses for prisoners.
- T F 2. The prison library is part of the educational program.
- T F 3. Prison librarians try to develop good social attitudes in the prisoners.
- T F 4. The penal educational program is limited to the classroom.
- T F 5. Prison librarians avoid taking an active role in informal group activities in the prison.
- T F 6. The prison educational program involves the use of unique educational methods.
- T F 7. A good prison library is a mere collection of books.
- T F 8. It is usually possible to combine a prisoner's educational program with prison routine.
- T F 9. Discussion groups built around topics of current interest have been successful in the federal prisons.
- T F 10. The shop foreman receives instructional material from the educational staff.
- 11. The primary objective of penal educational systems is to provide prisoners with: (1) high school diplomas. (2) recreational activities. (3) musical appreciation. (4) social reeducation.
- 12. A prisoner's educational program must be prepared with primary reference to his: (1) needs. (2) individual interests. (3) vocational background. (4) family background.
13. The method of trade training which prevails in the federal prisons is that of

14. The 5 objectives of the prison educational program are to:

- 1.
- 2.
- 3.
- 4.
- 5.

15. The 5 formal educational activities carried on in federal prisons are:

- 1.
- 2.
- 3.
- 4.
- 5.

16. Three problems that must be met before using modern educational methods in prisons are:

- 1.
.....
- 2.
.....
- 3.
.....

17. The 2 chief purposes of the federal penal library program are to:

- 1.
.....

2.

.....

18. Five things about the prisoners to which a penal book collection should be related are their:

1.

2.

3.

4.

5.

Thought Questions

19. In what additional ways could a prisoner's educational program be coordinated with a prisoner's rehabilitative program?

20. Do you believe that prisoners should be allowed to study high school subjects? In what ways might such studies contribute to a prisoner's successful adjustment to community life after his release?

21. In what ways does education change a prisoner's anti-social attitude?

Lesson 10

THE PLACE OF THE CHAPLAIN

The purpose of this lesson is to describe the work of the chaplain in a prison and to show the value of an organized religious program in the treatment of an offender and in administering a modern prison.

IN every federal penitentiary and reformatory there is attached to the staff on a full-time basis a Protestant and a Catholic chaplain. In the smaller prisons, chaplains are employed on a part-time basis. If the number of Jewish prisoners warrants, Jewish chaplains are also employed on a part-time basis. In general, the religious program described in this lesson is applicable to both Protestant and Catholic chaplains.

The Chaplain on the Institutional Staff

The position of the chaplain in a prison is probably one of the oldest in the history of American penology. Aside from the warden or the doctor, the religious worker was, in the early development of the prison, the only one interested in rehabilitation. The chaplain, however, did much of the work that is now carried on by the educational, recreational, and social service sections.

With the growth of the more modern point of view toward treatment and rehabilitation, prison systems began to employ specialized personnel to administer the more specialized treatment programs. The chaplain has been relieved of his original miscellaneous duties one by one. In some state prisons, the chaplain is still charged with educational, recreational, library, and other duties. But in the Federal Prison System, he has been relieved of all these miscellaneous responsibilities and devotes all of his time to a religious program which includes worship services, religious education, work as a prison pastor, and personal

counselling and guidance. In other words the chaplain, like the doctor, the parole officer, and the educator, has a specialized job to do and makes a unique contribution to the whole program of individualized treatment.

The Chaplain's Part in Classification

The classification committee is composed of personnel whose special training enables them to evaluate the background, achievements, capacities, and conduct motivations of persons who come to the institution. After such evaluations, the committee makes out a program that will be most helpful in the offender's rehabilitation and consistent with sound institutional administration. The chaplain appears on this committee as a specialist in religion, the person best capable of analyzing the religious background and life of the prisoner and of making recommendations and suggestions for corrective treatment.

Soon after the prisoner has been admitted to quarantine, the chaplain calls on him to become acquainted. The chaplain attempts to learn as much about him as possible and may ask the prisoner to fill out at his leisure a schedule of essential questions regarding his religious background. This information is supplemented by several interviews, which give the chaplain a basis for judging what part religion and religious ideas have played in motivating the prisoner's life.

After these interviews, the chaplain prepares for the admission summary a brief report on the following topics:

- (a) Religious (denominational) affiliation.
- (b) Parental religious practices and influence.
- (c) Personal religious practices.
- (d) Prisoner's goal in life and its adequacy from point of view of family loyalty and background.
- (e) Special abilities or interests to be encouraged.
- (f) Chaplain's interpretation of interests to be encouraged.
- (g) Recommendations.

The effort made in these reports is chiefly diagnostic and interpretive. The chaplain is interested in the presence or absence of religious attitudes, since he is most concerned with them in his later program for the prisoner. His findings here will be the basis for any recommendations he makes.

The chaplain's part in the rehabilitative program for the individual is performed at this time, and this is discussed with the prisoner by the chairman during the committee interview.

At later reclassifications, the chaplain is also present and is required to present any new information or insight which he may have gained into the prisoner. Particularly, he reports on the religious interest of the prisoner as revealed by the number of requested interviews, by his voluntary attendance at worship and instruction classes, and by any private study that he may have carried on.

Practically all of the present prison chaplains have received training in "case work" methods and are prepared to cooperate fully with classification procedure. Their most effective work and their principal value, however, is in those functions which bring them into direct relation with their parishoners. Because of this, the amount of time they spend in preparing classification reports is limited and the chaplain attempts to spend as many of his working hours as possible in personal association with individuals and groups.

The Pastoral Work of the Chaplain

In the chaplain's daily schedule of activities, which has been prepared with the warden, considerable time is given to individual contacts. The foundation of effective religious work is in the strong personal relationship between chaplain and prisoners.

More than any other member of the staff, he is given the liberty of the prison for this purpose. Even through his most casual meetings with the prisoners, there often comes later the relationship that makes possible redirection of their lives. A second reason why he should keep in touch with all parts of the institutional life is that he may see ways of improving the prison

set-up. He is as much interested in maintaining a well-regulated institution and a wholesome, well-rounded program as are those who are primarily responsible for these things. Not only for the purpose of cultivating friendly relations with prisoners, but in order to acquaint himself with the condition of the prison as a whole, the following duties are important in his daily and weekly schedule:

(a) The chaplain frequently visits the quarantine section. Here he talks with men in a friendly way, explaining to them the requirements of the institution, and helping them as much as possible to adjust to the new life situation. New prisoners, particularly if they have not previously been incarcerated, are inclined to be apprehensive, lonely, and frequently open to his constructive suggestions. The chaplain attempts to give them a good point of view toward their prison stay and to encourage them to make a good adjustment.

(b) Quite as frequently, he makes a tour of the prison hospital, paying brief visits to those receiving medical treatment. With those recuperating and able to have longer conversations, and with those who face the prospect of surgical treatment, he spends more time. Hospitalization for a serious disorder is a crucial episode in the life of an individual anywhere, but in a prison especially so. By showing personal interest and discussing at length the usual fears and loneliness of the patient, he is often able to be of definite assistance to the physician in treatment measures. The chaplain is on call at all hours for patients who are critically ill, and it is customary for the hospital to notify him immediately in case of critical conditions.

(c) Some of the prisoners assigned to the chaplain for special attention by the classification committee will be those whose adjustment in the prison is unsatisfactory. The chaplain is expected to work closely with prisoners whom other employees are unlikely to reach, and he has a further responsibility toward prisoners who are definitely disciplinary cases. He makes regular calls on prisoners confined in segregation units, attempting to stimulate them to more socially acceptable behavior. Inter-

estingly enough, it is recognized by most chaplains that some of their best prisoner contacts have arisen through these interviews in the disciplinary quarters. Chaplains commonly hold it a rewarding phase of their work.

(d) As often as possible, the chaplain makes a tour of shops and other working units, and mingles with prisoners during recreation hours. These informal meetings give him an opportunity to see under normal conditions those in whom he is especially interested and to pave the way for more formal interviews. Prisoners who would otherwise never consult the chaplain feel encouraged to speak with him briefly, because he is immediately present, and then to see him privately. This part of the chaplain's work is singled out for emphasis because of its repeatedly demonstrated value.

The procedure of the chaplain in calling on an industry or working unit is first to report to the officer in charge. The officer may at that time inform the chaplain of any problems within the group or make requests of him that will insure no interruption of the work program. The chaplains have no wish to distract the attention of prisoner workers from their employment and willingly follow any suggestions that may be offered.

(e) Under their work as pastors is included also the office or formal interview. The subject matter of these interviews varies with the individual, but they are generally in terms of personal relationships and problems. As before indicated, the classification committee may assign to the chaplain for intensive work and training those likely to benefit from it. These duties, with classification and reclassification interviews, loom large in the daily program.

(f) The chaplain receives a great many requests for interviews from prisoners concerning their personal problems. It is imperative that the chaplain give each of these requests his immediate attention whenever possible.

Religious Education

Most prisoners know little about the factual content of their

religions. In the attempt to assist them to a better understanding and practice of religion, and to prepare them to assume a real place in their church upon discharge from the institution, several methods of religious education are employed.

The content or subject matter of the courses offered differs to some extent but is related at all times to the problems of life adjustment. The religious motivation of conduct, the ethical teachings of the Christian Church, and the Christian philosophy of life are repeatedly stressed. For those equipped to undertake intensive or advanced studies, the chaplain offers personal guidance.

For those of the general prison population interested in obtaining more religious information, the following types of study are available:

(a) Weekday evening classes are conducted by the chaplain. Most of the present chaplains now have one or more groups meeting for discussion and instruction based on definitely outlined courses. These are so constructed as to stimulate members of the group to general discussion. Introduced frequently into the flow of discussion are current problems of social and ethical character. Such discussion gives the prisoners an opportunity to form sound opinions under constructive guidance on matters that are fundamentally important in modern living. A few such classes are held in day-time hours on weekdays.

(b) In some institutions, Sunday classes are held either by the chaplain or by those trained by him. The materials used are those prepared by one of the denominations or inter-denominational groups for adult use and follow standard outlines of Bible study and related topics. Occasionally the teaching staff is made up of volunteer workers from a nearby community, acting of course under the chaplain's direction.

(c) Cell-study courses on the Bible or other religious subjects can be supplied to any prisoner desiring them. Arrangements are made through the chaplain for prisoners to carry out the study units.

(d) The shelf on religion in the prison library is an important adjunct to religious education. For further information on particular problems, the chaplain refers prisoners to various books. Similarly prisoners interested in informing themselves on the current work of the church and on religious thinking are directed to the various periodicals received by the institution.

(e) The chaplain has available at all times supplies of Bibles, Testaments, and other printed materials for free distribution to prisoners. These are received from church publishing houses, societies set up for the distribution of literature, and through departmental purchase. They are secured by the chaplain discriminatingly. Any prisoner who desires it may have a Bible for personal use during his term in prison.

Worship and Church Services

In all churches, the regular worship of God has a central place. Though the methods of worship are not identical, the purposes are. Services are planned to bring the individual into a new awareness of God, to help him reconsider the duties and aims of life, and to find the necessary assistance in attaining them. These purposes, as well as the usual worship program, are the same in federal prisons. In every way the chaplains attempt to approximate the conditions and modes of worship found in the community and to meet such religious needs of their congregations as can be met through worship services.

The chaplains in the Federal Prison System are making efforts to improve public worship in two distinct ways. The first way is in terms of physical setting. The auditorium used for religious services is frequently used for recreational activities during the week. In order that it may have the appearance of a chapel and be conducive to the mood of worship, equipment for use only at times of worship is being devised and installed. Each chaplain has carefully studied the means of transforming his own auditorium into an appropriate place for worship. A

second step has been toward the minimizing of custodial evidences. Ideally, the worship service does not have the marks of compulsion or restraint. The chaplain feels that here the custodial officer has given his most valuable cooperation by reducing the most obvious signs of supervision and, insofar as possible, by entering into the service as a fellow-worshiper.

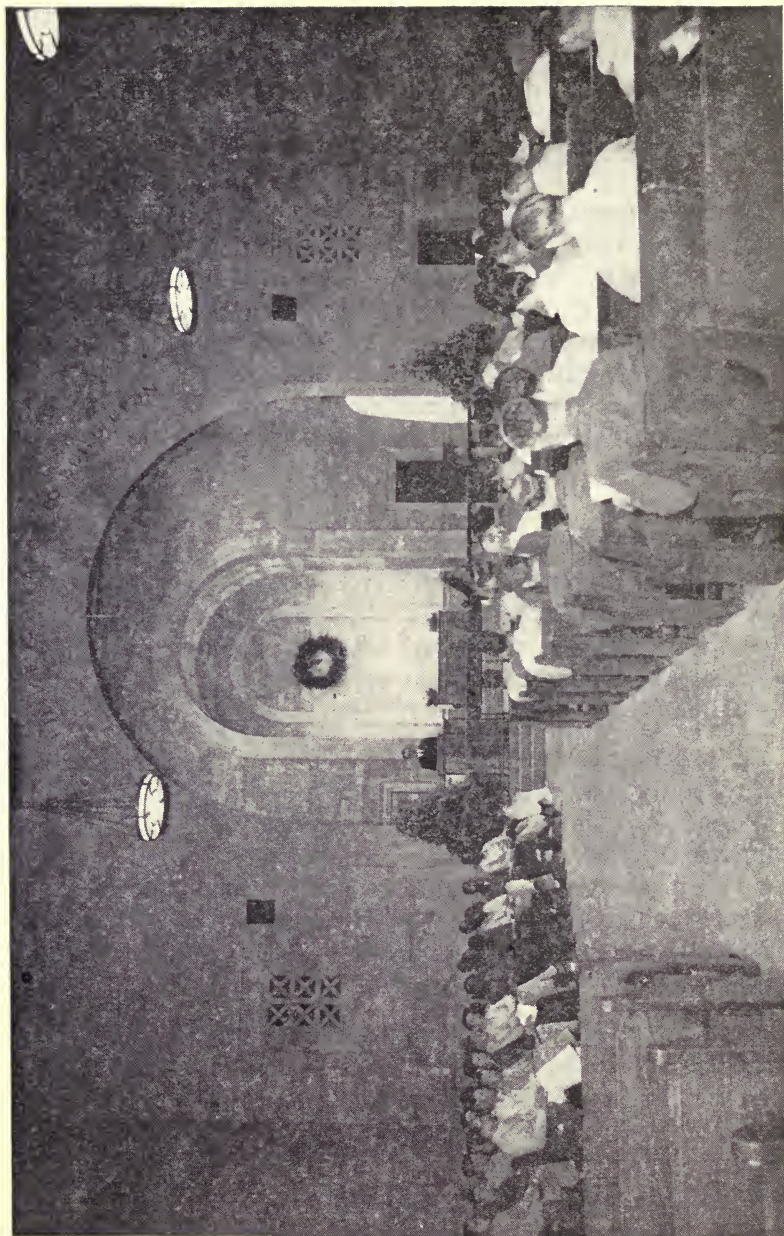
In the Federal Prison System, with very few exceptions, there are no units set aside for chapel services exclusively. Instead, the auditorium is designed for general assembly of prisoners for open forum discussions, motion pictures, lectures, entertainments, and church services. When church services are held, portable altars are provided. The illustration opposite page 147 shows the auditorium in use at a time when Protestant services are being held.

Summary

Education, work habits, recreation, and medical care are not enough. It is the personal interest and attention of socially-minded workers that creates the desire to live with a decent respect for the lives of others. The whole prison program is energized and made truly effective where this condition exists; it is defeated where it does not.

All prison employees are instructed to treat prisoners with fairness and firmness and to be friendly without fraternization. In these instructions, the principles stated in the above paragraph are implied. The chaplain acts entirely on that basis and meets all prisoners on a level of sincere, friendly interest. It is his constant effort quietly to influence the prisoners to a more serious regard for the moral and spiritual ideals and convictions incorporated in the Christian religion.

Somehow the chaplain must reach the innermost spiritual life of the man in prison. Reformation must come from within because it is essentially a change of mental processes, a realization and strengthening of the intangible faculties of the soul. The mind and will of the man must be stimulated to reformation. That is the job of the chaplain.



Auditorium

REVIEW QUESTIONS

• Lesson 10

- T F 1. The chaplain's work with a prisoner starts just after the prisoner's period of quarantine.
- T F 2. Reformation is a process that comes from within the prisoner.
- T F 3. The chaplain's visit to a prisoner about to undergo an operation is of assistance to the physician in treating the patient.
- T F 4. The previous denominational affiliation of the prisoner is usually ignored.
- T F 5. Attendance of the prisoner at regular worship services is compulsory.
- T F 6. All of the federal prison chaplains are Catholic.
- T F 7. The chaplain is on call only during the day.
- T F 8. The chaplain is permitted to move about the prison more freely than are other employees.
- T F 9. The Protestant and Catholic chaplains have different general religious programs.
- T F 10. The chaplain is a member of the classification committee.
- T F 11. The position of chaplain was created only recently in most federal prisons.
- T F 12. The chaplains should observe every possible way to improve the prison set-up.
- T F 13. The chaplain seldom has formal interviews with prisoners.
- T F 14. All prisoners are required to attend instruction classes on religion.

- T F 15. Most chaplains are fully trained in case-work methods.
- T F 16. Some of the chaplains are usually employed on a part-time basis.
- T F 17. The classification committee sometimes permits the chaplain to give a prisoner intensive religious instruction.
- T F 18. The maintenance of a well-regulated prison is helpful to the chaplain in his work as a pastor.
- T F 19. The chaplain's most effective work is as a member of the classification committee.
- T F 20. At one time the chaplains carried on other activities within the prison than the religious program.
- 21. The work of the chaplain is regarded as part of the:
(1) educational program. (2) training program.
(3) recreational program. (4) rehabilitation program.
- 22. The number of chaplains at each penitentiary and reformatory is at least: (1) one. (2) two. (3) three. (4) four.
- 23. The chaplain's attitude toward the prisoners should primarily be: (1) harsh. (2) encouraging. (3) admonishing. (4) entreating.
- 24. The one of the following duties no longer carried out by the chaplain is: (1) religious education. (2) personal counselling. (3) library work. (4) pastoral work.
- 25. The reformatory work carried out by the chaplain is chiefly due to the: (1) innate desire on the part of all persons to lead a religious life. (2) innate desire on the part of all persons to lead a useful social life. (3) interest and attention of the chaplain regarding the prisoner's personal problems. (4) fact that the chaplain fraternizes with the prisoners.

- 26. The custodial officers can reduce the most obvious signs of their supervision of prisoners during a church service by: (1) entering into the service as fellow-worshippers. (2) assisting the chaplain in conducting the service. (3) standing outside the doors until the service is over. (4) fraternizing with the prisoners.
- 27. The chaplain tours the work shops and mingles with the prisoners during their recreational hours as much as possible because: (1) through his seeing the prisoners under normal conditions and informally, the prisoners feel encouraged to see him privately. (2) he wishes to be sure their supervisors are carrying out the prisoners' rehabilitative program. (3) he can study the prisoners when they are not aware of his observation. (4) the prisoners feel self-conscious about talking to the chaplain if they have to do so in his office.
- 28. The foundation of effective religious work is in the: (1) degree of religiousness that the prisoner had in his childhood. (2) degree of religiousness that the prisoner had just before he entered the prison. (3) strong personal relationship between the chaplain and the prisoner. (4) amount of remorse which the prisoner has about his misdeed.
29. List the 5 ways in which the chaplain carries on the religious education of prisoners:
1.
 2.
 3.
 4.
 5.

30. In what 2 ways are the chaplains trying to improve public worship in the prisons?

1.

.....

2.

.....

Thought Questions

31. The prisoners discuss current social problems in their evening religious classes. Outline 3 such problems that would be suitable in helping them to form ethical social opinions.

32. Compare the religious life of the prison with that of a normal community.

Lesson 11

MEDICAL AND HOSPITAL SERVICE

This lesson will describe the work of the medical service as carried on in the Federal Prison System by the U. S. Public Health Service.

IN 1929, following research and investigation, it was decided that much could be done to improve the medical administration and practice in the prisons of the federal system. The newly organized Bureau of Prisons decided that radical departures from tradition were in order. Negotiations were carried on between the Justice and the Treasury Departments, and the Secretary of the Treasury agreed that the United States Public Health Service would be responsible for all medical work in the federal prisons. The United States Public Health Service did not then have the authority, the personnel, or the funds needed for this work, but in May 1930 it was authorized by law to provide medical, psychiatric, and other technical services in the federal prisons under the jurisdiction of the Department of Justice. Since that time, the Public Health Service has provided modern and efficient medical units in each of the federal prisons. Although the Public Health Service has been transferred from the Treasury Department to the Federal Security Agency, there has been no interruption or change in the prison medical program.

In setting up the medical service, several general principles were considered. Since almost as many persons are discharged from prisons as are received in any one year, it was natural to consider, first, how an adequate prison medical service must help protect a civil community; second, how such a service must protect the prison community; and third, how it must affect the welfare of the individual prisoner. We shall now briefly consider these three things which the prison medical service should do.

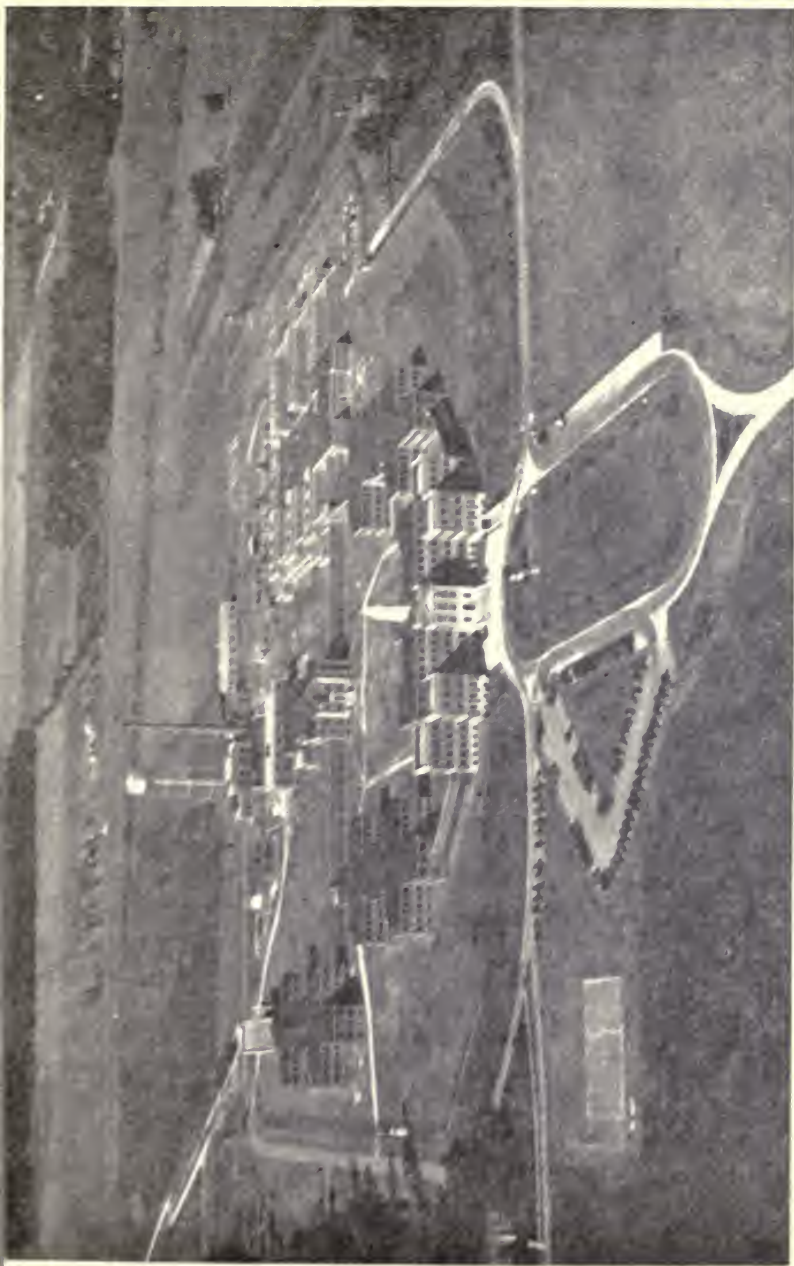
The Civil Community

It is sound policy to segregate criminally insane and mentally abnormal prisoners in special institutions. There, the right safeguards and medical care help to cure the prisoner and adapt him to community life and at the same time protect society against the dangers involved in releasing the prisoner. To meet this need, in addition to the individual hospital units in each prison, three special hospitals care for mental cases, drug addicts, and chronically ill prisoners. Two of these hospitals, for drug addicts, are administered and technically staffed by employees of the Public Health Service. The third hospital, the Medical Center for Federal Prisoners, is administered by the Bureau of Prisons. Since this last is primarily a medical institution, a medical officer is appointed as head of the institution, serving in the dual capacity of superintendent and chief medical officer and representing the Attorney General and Surgeon General respectively. The normal capacity of this hospital exceeds one thousand beds. Federal prisoners afflicted with mental diseases, tuberculosis, and other disorders which require prolonged and special treatment are eligible for admission.

The prisoner suffering from tuberculosis, for example, is given special treatment to cure or arrest the disease. Arrangements are made for the special care and supervision of the prisoner after his release in order to protect his family, especially his children, and the civil community. The Medical Center for Federal Prisoners at Springfield makes special provision for tuberculous patients, and each of the larger prisons maintains accommodations for their temporary care.

The accompanying illustration gives an airplane view of the Medical Center.

An important function of the prison medical staff is treating prisoners with venereal diseases until they become non-infectious to the civil community. When such prisoners are released, arrangements are made for their further treatment by the local agency having jurisdiction.



Medical Center for Federal Prisoners, Springfield, Missouri

The Prison Community

Mental abnormality in prisoners should be recognized, not only to protect the members of the prison community, but to prevent the miscarriage of a disciplinary regime geared to a more normal general prison population. Early discovery of mental abnormality makes it possible to give adequate supervision and care. It may even prevent futile disciplinary measures, violence and atrocious assaults, suicides, industrial injuries, and emotional instability of prisoners. Applying remedial measures to correct mental and emotional disorders is one of the big jobs of an adequate medical organization.

The medical organization in a prison has several other functions, also. It teaches personal hygiene to the prisoners; it is responsible for sanitation and preventive medicine in the prison; it watches for and isolates all cases of communicable disease, including tuberculosis and venereal disease; and it immunizes prisoners to contagious diseases through known and approved methods. The medical organization also provides handicapped prisoners with artificial limbs, special shoes, glasses, and other equipment which will help them overcome their physical limitations.

In addition, the Public Health Service renders a number of secondary services to the prison community which are of equal importance to those listed in the preceding paragraph. It advises the chief steward on dietary considerations. Under its anti-epidemic precautions, it checks the fitness of the water supply. In war time, the medical staff finds that its responsibilities are expanded. Air raid surgical facilities must be provided, first aid instruction given, and other similar precautionary measures carried out.

The Individual Prisoner

A medical organization consisting of an adequately trained staff, supplemented by visiting consultants in the more important branches of medicine, is essential to meet the many medical requirements of a prison group. Facilities and personnel must be provided for the mental and physical examinations of prisoners

and for the observation, diagnosis, and treatment of the ambulant, semi-ambulant, and bedridden sick. This includes assembling adequate clinical records and reports. Prison medical staffs are well trained, and their equipment is similar to that available in civilian hospitals. The basic medical staff of a prison comprises at least a full-time medical officer, a full-time psychiatrist, a full-time dentist, and three full-time medical technical assistants, each of whom is qualified in nursing and essential laboratory techniques. The personnel is smaller in the smaller prisons (road camps, detention headquarters, etc.) and larger in the bigger prisons. The federal penitentiary at Atlanta, for instance, has a staff of four full-time physicians, two trained nurses, and three medical technical assistants.

In addition to the medical facilities mentioned, provision must be made for making formal and informal medical reports; for having medical consultations with prison officers and others concerned in the program of rehabilitating individual prisoners; and for the ultimate disposition of medical cases when the prisoner is released. The development of the medical organization for the treatment of prisoners has centered on a diagnostic clinic, where all medical activities incident to intensive examination, diagnosis, and treatment are carried on. Adjuncts to the clinic include facilities for the reception, quarantine, and examination of new prisoners; general medical wards; general surgical wards; wards for the physically infirm and handicapped; psychiatric wards for the care and observation of the mentally ill; tuberculosis wards for the temporary care, observation, diagnosis, and treatment of the tuberculous; and visiting services for sick prisoners in solitary confinement. There are approximately 466 full-time employees in the penal division of the Public Health Service. This is one of the most complete medical services in any prison system in the world. It is based on the fact that about 10 per cent of the prisoners need medical assistance each day and that about 6½ per cent of the prisoners are hospital in-patients.

A great deal of time is given to the care of prisoners who come to the medical staff at the daily clinic. Despite the fact that such

liberality may invite malingering, prisoners are not discouraged from attending the clinic as often as they wish. In this way the medical staff is able to keep its finger on the pulse of the population, to detect illnesses in their early stages, and to give the prisoners more complete confidence in the willingness of the medical staff to give all help that is needed. The hospital facilities and duties are manifold. There is always complete, modern X-ray equipment; there are adequately stocked and staffed clinical laboratories; each hospital has its own kitchen for preparing special diets (diabetic, gall bladder disease, high caloric, gastric disease, and soft food or liquid diets). There are complete dental laboratories with facilities for manufacturing dentures; urological and genitourological services; psychiatric and psychological services; hydrotherapeutic and electrocardiographic equipment; and, of course, fully equipped operating rooms. Glasses are fitted prisoners with visual disorders, and artificial limbs are provided for prisoners who need such aids. All services and materials are furnished without cost.

Under the direction of the Public Health Service, prison psychiatry is most important both as an adjunct to the classification and disciplinary system and as an agency through which prisoners may obtain relief for individual problems. Psychiatrists cooperate closely with the classification sections, offer material assistance in locating potentially troublesome persons before they actually become troublesome, and make recommendations for their special treatment. They sit in with disciplinary boards as advisors in cases where mental factors are involved. They are immediately available to prisoners with overwhelming personal problems, and prisoners approach these specialists and obtain relief with increasing faith and confidence.

Summary

In summary, the primary duties of the Public Health Service in the Federal Prison System are to examine prisoners when they enter the prison; to treat prisoners when they are sick; to cure chronic disorders; to provide handicapped prisoners with equipment in order to overcome their limitations; and to treat mental

disorders whenever possible. This is in line with the Bureau's policy of rehabilitating prisoners in every possible way.

Some idea of the magnitude of the job of the Public Health Service in the federal prisons may be gained from these figures: in the twenty-six hospital units in use in 1941 (2313 beds, more than one bed for every ten prisoners), 10,704 surgical operations were performed; 1,295,503 treatments were administered; and 251,225 separate examinations were made.

REVIEW QUESTIONS

Lesson 11

- T F 1. The food for prisoners in the hospital is prepared in the regular prison kitchen.
- T F 2. Criminally insane prisoners should be housed apart from normal prisoners.
- T F 3. Each prison has the same size medical staff, regardless of the size of the prison.
- T F 4. The Public Health Service cooperates with the rehabilitative programs of the prisoners.
- T F 5. Mentally abnormal prisoners are more apt to have industrial injuries than are normal prisoners.
- T F 6. The Public Health Service provides handicapped persons with equipment in order to overcome their limitations.
- T F 7. Prisoners with venereal diseases are placed in solitary confinement until they are cured.
- T F 8. Tuberculous prisoners are sent to the prison camp in Tucson, Arizona.
- T F 9. Almost as many prisoners are discharged from a prison as are received in any one year.

- T F 10. The medical equipment of a prison hospital is quite different from that of civilian hospitals.
- T F 11. If a tuberculous prisoner is released from prison before he is cured, the Public Health Service arranges to protect his family and community from contracting the disease.
- T F 12. Prisoners are sometimes supplied with false teeth free of charge.
- T F 13. Prisoners addicted to narcotics are confined in special hospitals.
- T F 14. The Public Health Service provides the psychiatric as well as the medical treatment for federal prisoners.
- T F 15. The Bureau of Prisons is responsible for all medical work in the federal prisons.
- T F 16. Prisoners who need to be operated on are sent to the Medical Center for Federal Prisoners at Springfield.
- T F 17. The special prison hospitals are administered by the Bureau of Prisons.
- T F 18. A psychiatrist is a physician who treats insanity and other mental disorders.
- T F 19. Prisoners are discouraged as much as possible from presenting themselves at the daily clinic.
- T F 20. Prisoners who need to be X-rayed are taken to the nearest local hospital for treatment.
- 21. The Public Health Service is a subdivision of the:
(1) Federal Security Agency. (2) Treasury Department. (3) Department of Justice. (4) Department of the Interior.
- 22. One sign of a mentally abnormal prisoner is: (1) poor education. (2) bad health. (3) lack of muscle tone. (4) emotional instability.

- 23. The Medical Center for Federal Prisoners has a capacity of approximately: (1) 200 beds. (2) 500 beds. (3) 1000 beds. (4) 2000 beds.
- 24. Mentally abnormal prisoners should be discovered as soon as possible because they: (1) are unable to bear the pressure of ordinary prison discipline. (2) are entitled to extra privileges. (3) should be released from prison, since they are not responsible for their crimes. (4) might escape.
- 25. The Public Health Service employs in the Federal Prison System approximately: (1) 250 full-time employees. (2) 500 full-time employees. (3) 750 full-time employees. (4) 1000 full-time employees.
- 26. The percentage of prisoners that attend the daily clinic is about: (1) 5 per cent. (2) 10 per cent. (3) 15 per cent. (4) 20 per cent.
- 27. The percentage of prisoners carried as hospital patients averages about: (1) 1 per cent. (2) 3 per cent. (3) 6 per cent. (4) 10 per cent.
- 28. The one of the following services provided by the Public Health Service which is most important to the rehabilitative program is the: (1) dental service. (2) general medical service. (3) treatment for narcotic addicts. (4) psychiatric service.
29. List the 3 groups which the prison medical service must protect or serve.
1.
2.
3.

Thought Question

30. Federal prisoners receive better medical care than the average civilian. What reasons are there that this should be so?

Lesson 12

THE INSTITUTIONAL FARM

The purpose of this lesson is to give the reason for operating an institutional farm and to tell something about how it is organized in order to accomplish the best results, with some mention of a few of the techniques a farmer uses.

EVERY community has to be fed. The prison community meets this problem, in part at least, by operating a farm. This is an important feature in prison management, because the farm produces at low cost and employs a considerable number of prisoners.

The private farmer tills his acres to feed himself and to grow a cash crop for spending money, taxes, and the maintenance of his family and farm. All too frequently he has no assurance of a market for his produce or any guarantee of prices. His work is done in the hope that he will be able to dispose of his crops at a reasonable price, but his success depends in large measure upon whether he is a good salesman and is able to find a market at harvest time.

In contrast, the prison farmer has a ready market in the institution, and he is not affected by market prices. His success depends on his ability to grow the quantity and quality of food required by the prison. His work must be more scientific than that of many private farmers, because his operations are on a large scale, and he has a waiting market for his produce. If he does not do his job well, the prison suffers, the per capita cost increases, and the farm management is a failure. The farm manager who undertakes to raise foodstuffs sufficient for a prison must be skillful in planning and well versed in scientific management. He must also be capable of training and directing prisoner workers in caring for and using farm equipment, in tilling large areas of land, and in caring for and handling livestock.

Scope of Activities

In the Federal Prison System there are 20 institutional farms with a total area of approximately 22,000 acres, of which 8,436 acres are under cultivation and 2,503 acres are in pasture. These farms stress four major activities: (1) dairying; (2) vegetable growing; (3) swine husbandry; and (4) poultry husbandry. The combined personnel on all farms includes 60 persons responsible for supervising over-all farm activities and for training approximately 1,200 prisoner-workers.

Each farm is under the direction of a farm manager, who may have one or more assistant farm managers. The farm manager must be a good administrator, with training and experience in progressive farming, foremanship, and business management. The assistant farm manager must be capable of taking full charge of one of the four major activities of the farm. The farm personnel is recruited through promotion within the service. If personnel with suitable qualifications cannot be obtained in this way, a special examination may be announced by the United States Civil Service Commission.

Crop Requirements

The institutional farmer must grow a certain quantity of food for use at a fairly definite time. He faces the hazards, such as drought, floods, hail, and pests, with which every farmer must contend. His success depends on his ability to produce in season a sufficient quantity of fresh vegetables to supply the institutional mess. He must safeguard his own interests by growing feed crops for the livestock on the farm. For these reasons he uses an annual standard ration requirement in planning the crops he expects to grow.

This standard requirement is patterned on the daily standard ration used by the steward in feeding the prisoners and on an estimate of what is needed for the livestock. When the farm manager plans his crops, he must know how many times the steward expects to feed each commodity during the course of the year. In estimating the demands for livestock, he must decide what he can raise best

and what commodities he will have to buy, since an institutional farm seldom can be made entirely self-sustaining. For this reason the conference with the steward, storekeeper, and chief clerk, mentioned in the chapter on the culinary service, is of great importance to the farm manager. Through trial and error over a period of years, the Federal Prison System has found that a fair approximation of the produce to be grown on an institutional farm may be reached by using the following estimates:

<i>Commodity</i>									<i>Per capita annual requirement</i>
Milk	-	-	-	-	-	-	-	-	365 pounds
Milk (for hospital patients)	-	-	-	-	-	-	-	-	730 pounds
Pork	-	-	-	-	-	-	-	-	100 pounds
Potatoes	-	-	-	-	-	-	-	-	216 pounds
Other vegetables	-	-	-	-	-	-	-	-	388 pounds
Eggs	-	-	-	-	-	-	-	-	182 eggs

The 365 pounds of milk produced annually for each prisoner represents the total amount of milk that may be used in preparing the food for one prisoner, including an occasional glass of milk that may be served with meals. The annual ration allowance of 730 pounds for each hospital prisoner permits the use of additional milk in preparing special diets.

The annual allowance of 100 pounds of pork for each prisoner includes both fresh and processed meat.

The farmer must plan also on growing annually about 216 pounds of potatoes and 388 pounds of other vegetables and roots to meet the steward's requirements for each prisoner. Experience shows that 138 pounds of roots other than potatoes and 250 pounds of leafy green and yellow vegetables should be produced annually for each prisoner. Where production falls below these figures, the difference represents the proportion of vegetables which must be bought.

The annual egg ration of 182 eggs for each prisoner is based on one-half egg a day. This includes all eggs used.

The farm manager must be prepared to grow forage and supplies for his livestock, and he must know just how much feed to grow or purchase in order to get the best results from each animal.

The Federal Prison System, in estimating the poundage ration of feed for livestock, uses the following formula:

<i>Kind of livestock</i>	<i>Type of feed</i>	<i>Annual ration in pounds</i>
Cows	Hay	5,475
	Ensilage	10,950
	Grain	4,000
	Beet Pulp	1,200
Heifers	Hay	2,400
	Grain	600
Horses	Hay	5,475
	Grain	4,380
Hogs	Grain	750

This ration is intended as a guide to the farm manager in planning his crops. With careful supervision in feeding he attempts to grow much and buy little of the feed he requires. He must get a return for every pound of feed that goes to the livestock.

For example, he expects to get three pounds of milk for every pound of grain fed to a cow during her lactation and gestation period, which normally amounts to 365 days. His horses and mules may get fifteen pounds of hay and twelve pounds of grain per animal while they are engaged in heavy work, but less when idle. The proper use of the poundage ration is just one of the many technicalities of modern stock raising which the farm manager must know.

All crops must be planted in the soils best adapted to their growth. The early vegetables require well-drained, sandy loam, which may be worked steadily throughout the cropping season. The heavier soils are better suited to field crops, such as hay, corn, small grains, and root crops for feeding livestock.

In growing vegetables, the best results are obtained when the moisture content is controlled. Under average conditions five acres of vegetable gardens should take care of 100 prisoners. In some parts of the country, where there is no irrigation, the average crop production is limited by lack of rain. At some farms this deficiency has been remedied by installing overhead irrigation systems which make up for the lack of precipitation during prolonged periods of drought.

The farm supervisor, a member of the Bureau staff, gives expert advice and assistance in planning the farm operations. He inspects the farms at intervals throughout the year, secures approval of the Director in matters of policy, and corresponds with the various farm managers regarding technical problems. Each farm manager, however, is given full latitude in planning the development of his farm.

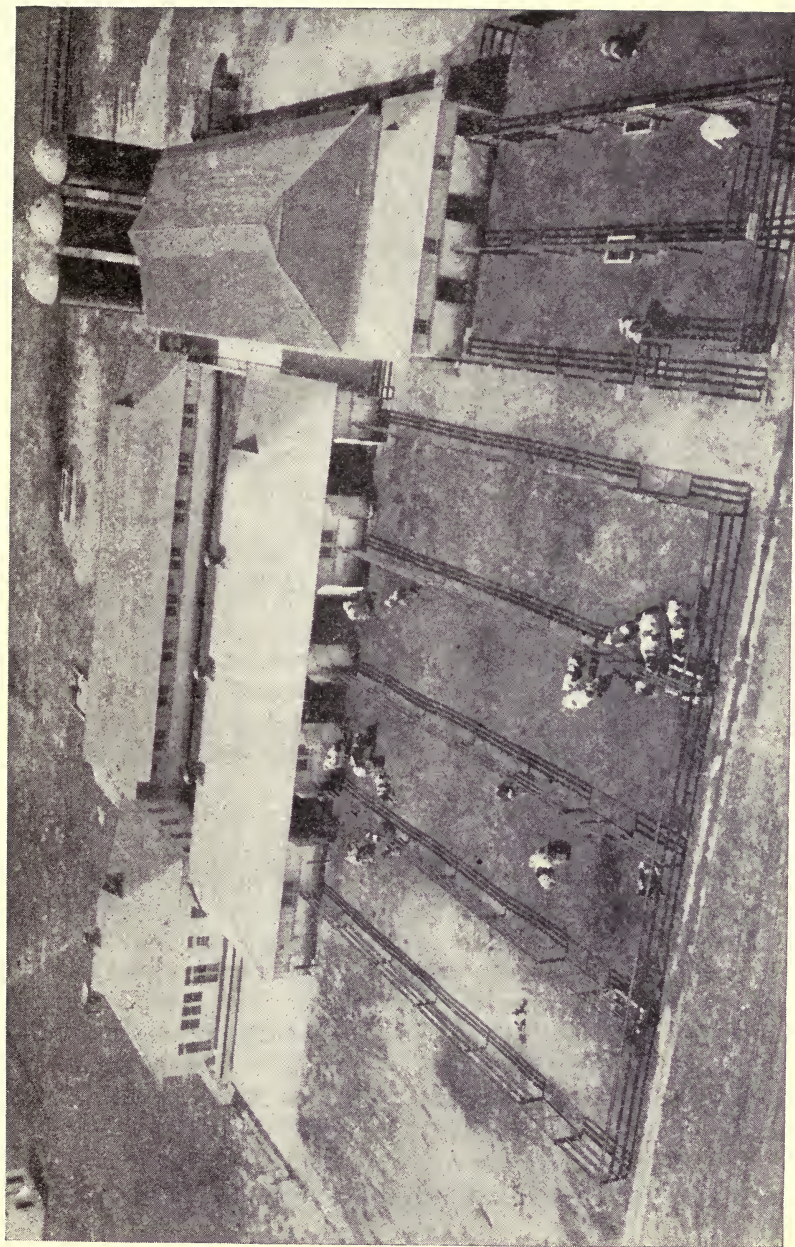
Dairy Activities

At eleven of the twenty institutional farms, a dairy supplies whole milk for the prison. The aggregate of dairy stock includes 1,000 head of animals, of which 460 cows are in the milking herd. The individual dairy herds vary in size from 27 to 84 cows, depending on the size of the prison.

The Holstein-Friesian dairy cow has been selected as the breed best suited for the institutional farms, because it is docile and has a high milk production. To get the best milk production, there must be individual handling and care in feeding. Prisoners with prior experience in dairy work are trained in the best methods and practices. They do all the work for the dairy unit, and it has been so well done that the average annual rating per cow in the dairy herds has now been raised from less than 6,000 pounds to 12,762 pounds of milk, or 6,381 quarts per cow per year.

The picture of the dairy on the opposite page shows the layout of the modern dairy unit with the bull barns, feed silos, etc., in one group; the dairy barn for the milking herd in another group. The small building at the left is the milking unit.

The dairy units are modern in every respect, being fully equipped with mechanical milkers, sterilizers, clarifiers, pasteurizers, and surface coolers. In these modern plants, the milk goes from the cow's udder to the sealed bottle without being touched by human hands, and the prison has assurance that wholesome, clean milk, with a bacteria count well under the standard for certification, will be delivered to the culinary service.



Typical Dairy Unit

All dairy herds are tested at least twice a year for tuberculosis and Bang's disease, and at the present time the herds are negative to these tests. Also, the United States Public Health Service inspects the dairy units at each institution at least twice a year.

The farm manager has general supervision over the dairy as one of the major farm activities, but an assistant farm manager is in charge of the dairy operations. He is responsible for the sanitation of the dairy unit, for preparing grain formulas in feeding the herd, for preparing the cows for milking, and for processing and delivering milk. He maintains daily records of the grain, hay, and other roughage fed to the stock, and he keeps a census of the various classes of stock in the herd. He has a record of the milk production, the breeding and calving dates of the cows and heifers, and the health history of the individual animals in the dairy herd.

Swine Husbandry

The raising of pork has become a thriving activity at all of the institutional farms. A recent census of the entire swine herds shows a total of some 7,200 swine.

In the Federal Prison System, the Duroc-Jersey hog is favored as the breed best suited for prison use, because of its uniformity of quality. In fact, this breed of hog outnumbers all others passing through the Chicago, Omaha, and St. Joseph stockyards.

The farm manager estimates the annual prison requirements at 100 pounds of pork products per prisoner. In estimating the poundage of dressed pork required annually, he multiplies the requirement of 100 pounds by the number of prisoners and divides the total by 250 pounds, the average dressed weight of a hog. Upon the basis of this computation he estimates the total number of hogs to be slaughtered during the year. For example, on the basis of 100 pounds of pork for each of 1,200 prisoners, a total of 120,000 pounds of pork products is required. If each hog slaughtered must weigh 250 pounds, 480 hogs per annum are required to produce pork products for 1,200 prisoners. This does not imply that each man actually eats 100 pounds of pork. The products include lard, fresh pork, and processed meats in which pork pre-

dominates. An average of 7 pigs is raised from a litter. The total of 480 hogs to be slaughtered, divided by 7, indicates that a total number of 69 litters must be farrowed if the pork requirements are to be met.

Hogs are slaughtered at the prison farms where there are modern slaughtering houses. If the prison farm is not so equipped, the slaughtering is done by a federally inspected slaughtering plant.

Where possible, the hogs are inspected before and after slaughtering by an inspector from the Department of Agriculture assigned to the community. Otherwise a local veterinarian makes the inspections.

The inspection before slaughtering is to be sure that the hogs are free from any symptoms of disease, such as hog cholera or erysipelas. The inspection after slaughtering covers an examination of the heart, lungs, liver, and other organs for any infection that was not discernible at the first inspection. These inspections are important in preventing trichinosis.

The hog's carcass is cut into its component parts as follows for delivery to the culinary service:

Fresh pork	-	-	-	-	25%
Salt pork	-	-	-	-	15%
Lard	-	-	-	-	10%
Pickling and smoking	-	-	-	-	25%
Head cheese, sausage, etc.	-	-	-	-	25%

The farm manager has general supervision over the swine husbandry, but the assistant farm manager in charge of this activity is responsible for its successful operation. He maintains a daily record of breeding activities and consumption of feeds. He trains and directs the work of prisoners assigned to this work.

Poultry Husbandry

Several of the institutional farms raise poultry, but this activity has not been fully developed at all institutions. The first step in getting a flock of hens capable of high egg production is to obtain clean stock. The parent flock must be free from any infectious hereditary diseases and should be bred for high production. It has been made possible for the Federal Prison System

to secure clean stock backed by performance records as a result of the cooperative arrangements between individual states and the United States Department of Agriculture.

The United States Department of Agriculture and the State Agriculture Departments have cooperative working arrangements for the improvement of poultry flocks. Under this arrangement flocks are subjected to tests for infectious and hereditary diseases, and records are checked once a month by a disinterested party. The result is that the flocks are selected on the basis of egg production and the eggs for hatching are from known-production, headed by cockerels whose dams have an egg record of better than 300 per year. Where this cooperative arrangement is in effect, the farm manager selects chickens from the flocks which have been developed rather than making any attempt to decide upon a special breed.

It is the policy to purchase day-old chicks in the spring of the year from breeder hatcheries doing no custom hatching. The eggs used in hatching must weigh two ounces or more and must be produced from flocks whose record of performance has been registered under the cooperative agreement between the state and the United States Department of Agriculture, insuring pullorum clean chicks. The chicks are brooded until their bodies are covered with feathers, at which time they are transferred to a clean range, preferably having a legume soil. When they reach the pullet stage, about the first of September, they are transferred to a laying house, which has been thoroughly cleaned and disinfected. Poultry flocks obtained through this procedure rarely have any diseases and can be relied upon to give a high egg production. The average in five flocks in 1942 was 213 eggs per hen.

In the Federal Prison System, poultry husbandry is just now in the process of development, and eventually it will have an important place in farm management. When poultry husbandry has become as important as other activities, it will be headed by an assistant farm manager. At present it is the duty and respon-

sibility of the farm manager or such assistant as may be best qualified for the job.

Prices of Farm Commodities

The establishment of prices for the produce of the farm is a complex problem for which no satisfactory solution has yet been found, although the Bureau of Prisons has conducted several experiments to find a procedure. When there were only a few farms, the farm manager set the prices at what he decided was the fair market value, and he kept his own records of costs. The inconsistencies between the prices fixed by different farm managers became more obvious as the number of farms increased. It was impossible to make any comparison between accomplishments of the various farms.

The next experiment in price-fixing was to use the commodity rates published in the local newspapers. This arrangement was unsatisfactory because the rate quoted was for commercial grade produce and the farm manager delivered for the use of the steward only the "run of the crop," which sometimes included sizes and qualities unacceptable in commercial markets. When the steward found it necessary to use small potatoes, over-ripe and under-ripe tomatoes, mashed and undeveloped berries, he and the farm manager were in disagreement. The steward was at a disadvantage since he was being charged market prices for commercial grade produce.

The next step was to arrange with the Agriculture Department to furnish a list of the average wholesale commodity prices in a group of representative cities of the United States. These prices were published by the Bureau to be used as standard prices, applying at every institution to produce from the institutional farm. The lists were published quarterly, and amended from time to time to provide for inclusion of new items or a few modifications of prices, but at best it was an arbitrary price scale. Its one virtue was that it gave uniform prices for comparison of institutional farms. It was not favored by the farm managers, because they are not satisfied to list a price much lower than that which the

institution would be required to pay the local market. It was not favored by the stewards because they are not satisfied to have the mess charged more than it would have been charged if commodities of the same quality were purchased in the local market. The Bureau, between these two conflicting views, had the burden of compiling, correcting, promulgating, and assembling figures for a price scale that did not satisfy anyone.

This disagreement gave rise to some inconsistencies. The farm manager grows produce for the steward, who therefore controls the market. The steward cannot operate his mess at a low cost unless he can obtain good produce from the farm. The arbitrary prices are worthless because an institutional farm and a commercial farm have entirely different objectives. The one supplies food at low cost and gives employment to prisoners; the other makes as much profit as possible with the least expense in labor. The Bureau has at times been forced to intervene because the steward has refused to take a load of watermelons, for example, when he thought the price was too high, or of potatoes because they were too small, even though he knew the commodities would spoil if not used soon.

These arbitrary prices were carried through one year, when an adjustment was made to charge into the per capita expense only the actual cost of raising the produce.

The next step will probably be to omit farm prices entirely as a basis of comparison through the year. This should provide an incentive to the farm manager to produce as much as possible for the mess, and to the steward to use as much as possible from the farm. Then at the end of the year the per capita cost of mess operations could be adjusted by adding the actual cost of producing the food used for the mess. Under such a plan the steward should be able to keep his costs very low if he used very little purchased food, and the farm manager should want to raise as much produce as possible so that his pro rata costs would be low.

Delivery of Farm Produce

Everything bought for a prison passes through the prison storehouse. Everything the farm manager needs is requisitioned

from the storekeeper, and everything of which he disposes goes through the storehouse. The storekeeper inspects all commodities to see whether they meet the standard specifications of the Federal Prison System. He sees to it that vegetables delivered are clean and packed according to commercial practice. He rejects faulty produce. The farm manager is expected to keep his produce at a high standard and arrange deliveries to suit the needs of the steward. Even the things he produces for use on the farm must be checked in and charged out to him by the storekeeper. In most places, milk is delivered in bottles, vegetables are bunched, and the carcasses of slaughtered animals are chilled and ready for refrigeration. The farm manager does the trucking for produce brought to the mess, and for supplies, seeds, and fertilizers brought to the farm.

Policy of Modernization

The argument has been advanced that a prison responsible for the employment of as many prisoners as possible should not use modern machinery and equipment, but should use pioneer methods: a scythe instead of a mowing machine; an ox cart instead of a motor car; and a horse-drawn plow instead of a tractor. This is a machine age, and no matter what we do we cannot live in the past, even if we use primitive methods.

In the employment of personnel, for instance, the farm manager who attempted to use pioneer methods would pay the salaries of today, not those of yesterday, and highly competent personnel would not be content to work under such conditions. Again, to cut grass or grain with a scythe or cradle, it would be necessary to train hundreds of prisoners to do indifferently and wastefully what one mowing machine could do in less time and more effectively. It would take dozens of prisoners to operate the ox carts needed to move equipment and supplies from the railroad station to the farm, while one good motor truck could do it in less time. In such an undertaking, the ox carts would block the highway and impede traffic. Frequently in the spring there are prolonged rains, and when the ground is ready to plow, there is sometimes only a short time in which to get it ready for planting. A tractor or two working

twenty-four hours a day could prepare the ground, whereas large numbers of animal-drawn plows could not. All of the prisoners who do the work must be trained and supervised. Finally, it seems futile to train a prisoner to do farm work in a way he will never follow after leaving prison. It costs more to train him in obsolete methods, because there are more prisoners to be trained, and more supervisors and trainers are needed.

The Federal Prison System makes no pretense of trying to do things in other than the most approved and modern methods. The modern and scientific equipment which is used has value in training prisoners to do the work in the best manner. Furthermore, it is an economy in management methods.

Last but not least, it helps to maintain a reasonably good standard for the community. For example, a good many years ago, in a community where one of the large penitentiaries is located, the local farmers used dairy barns with dirt floors, wood stanchions, and ceilings which leaked hay from the lofts above. The cows were milked by hand, and the milk was poured from the pails through cheesecloth strainers into large milk cans. In these cans, without any attempt at refrigeration, the milk was carried several miles to the institution where it was used. About that time the Department of Agriculture was carrying on extensive experiments in the handling of milk to obtain a low bacteria count. With the assistance and advice of the Department of Agriculture, the present new modern dairy and equipment were installed, and within less than five years afterward, all the large commercial dairies in the vicinity had installed similar modern equipment. The improvement not only benefited the institution. It also helped to bring about similar improvements in the community. The dairy affords the most striking example, but there are many other instances where the community farmer has been benefited by the advanced methods of the Government.

All these questions have a direct bearing upon the training of prisoners. The prisoners assigned to farm work are given suitable training before they are released. If they learn to appreciate sanitation, to use modern machinery, and to understand the phi-

losophy of farming, they are certainly of more value to the civil community when they return to it. If only a few of the prisoners who receive this training profit by it, the community in which they live benefits to that extent at least. The possibilities of agricultural training have not been fully explored, but the Federal Prison System is fully aware of this fact, and is prepared to develop this phase of prison work more fully.

Summary

The primary purpose of the institutional farm is to supply the prison with food at the lowest possible cost. In so doing, the Federal Prison System has found the use of the most modern methods and machinery to be profitable. The second purpose of the institutional farm is to provide prisoners with work, preferably with work by which they can earn a living after their release. Here again, only the most modern methods are useful. This means, of course, that farmers who become prison employees will advance according to the degree of their scientific agricultural knowledge, and their ability to administer a large scale institutional program. They must be able to train prisoners who will be competent to work as farmers in competition with other farmers after their release.

REVIEW QUESTIONS

Lesson 12

- T F 1. To manage a prison farm requires more diversified training than would be expected of a private farmer.
- T F 2. The slaughtering of hogs is safeguarded with many sanitary measures.
- T F 3. Prisoners are permitted to work in the dairy.
- T F 4. The private farmer must be more scientific than the prison farmer.
- T F 5. The primary purpose of the prison farm is to train prisoners to farm.

- T F 6. Mechanical milkers are used in the federal prison dairies.
- T F 7. Each prison farm has a dairy.
- T F 8. The prison farm has a ready market for everything it produces.
- T F 9. The federal prison dairy herds are tested monthly by the Public Health Service.
- T F 10. The farm manager delivers to the storekeeper everything he raises for the culinary service.
- T F 11. There are 20 farms in the Federal Prison System.
- T F 12. Most of the federal prison farms supply all of the food needed by the prison.
- T F 13. The Federal Prison System uses pioneer methods of farming.
- T F 14. The pricing of farm products has been successful in the past.
- T F 15. The prison farm manager receives advice from the supervisor of farms in the Bureau.
- T F 16. The farm manager of a prison needs to be a good administrator.
- T F 17. The possibilities of giving prisoners training in farming are being utilized to the fullest possible degree.
- T F 18. The standard ration used by the prison farmer is related to the standard ration used by the steward.
- T F 19. All of the federal prison farms raise poultry.
- 20. A prison farm benefits the prisoners because: (1) they get all they want to eat. (2) they are trained in work by which they can earn a living. (3) farm work is easy. (4) they have an opportunity to get outdoors.

..... 21. Conferences for planning farm work are held because: (1) the farm manager must know what is needed. (2) the storekeeper must plan to use his stock. (3) the prisoners have an opportunity to say what they want. (4) the prison wants to get farm produce without paying for it.

22. The 4 major activities of farms in the prison service are:

1.

2.

3.

4.

Thought Questions

23. Should prisons operate farms primarily to obtain food at low cost or to train prisoners in agricultural work? Why?

24. Should a prison farm attempt to maintain a reasonably good standard for the community, or should it attempt to approximate the existing community level for farms? Why?

Lesson 13

THE CULINARY SERVICE

This lesson discusses the problems of feeding a large number of persons and the methods used by the institutional steward who administers the culinary service of a prison.

MOST of us have fixed habits which guide us in selecting our food, and when we eat food prepared under mass production methods for a large number of persons, these eating habits are disrupted. The man who goes to prison suffers devastating effects on his eating habits. Things do not "taste good" to him because they are not cooked, flavored, or seasoned as he is accustomed to get them. The quality and quantity of the food is frequently better than he is accustomed to, but he craves the food he is used to. For this reason the culinary service, which is responsible for the planning, preparation, and serving of food, is considered one of the most important services in any institution.

In planning mass feeding for a large group, the steward who administers the culinary service must recognize and cope with diverse food habits, religious food practices, sectional food differences, and the vagaries of the individual. The food must be prepared so that it satisfies nutritional "hidden hunger" as well as appetite. The best prepared food benefits no one unless it is eaten. The best planned meal, and even food prepared perfectly, can be served in such manner as to make it unappetizing and unpleasant. That is the reason why so much stress, in institutional planning, is placed upon cleanliness, sanitation, and the careful training of prisoners. Naturally, also, the steward must prepare his meals within the ration allowance. At the time this book was written the cost of meals was running an average of thirty-five cents per man per day.

Organization

In any well managed institution the culinary service must function without interfering with any other activity, and the time schedule must be observed faithfully. Meals must be ready and served on the minute, and the dining room equipment must be cleared in readiness for the next meal without any delay. To do this the civilian staff must be well trained, and in turn must train all the prisoners handling food. It is essential that the staff know how to prepare and serve meals, but it is also important that each member of the staff be qualified to instruct the prisoners who work in the culinary service.

The Chief Steward, an official of the Bureau of Prisons, is head of the culinary service in the Federal Prison System, and in the field service the highest ranking culinary officer in any institution is the Principal Steward, the next lower ranks being Senior Steward, Junior Steward, Senior Cook, and Junior Cook. The staff of the culinary service for an institution is determined by the size and functions performed by the institution. Some of the smaller institutions, such as the prison camps, have a staff of but two culinary officers, while in the large penitentiaries the staff may include as many as seven culinary officers.

There are 97 culinary positions in the Federal Prison System, including the supervisory members of the staff of the Bureau of Prisons. The Steward of an institution is an important staff member, responsible to the Warden or Associate Warden for the proper discharge of his duties. He has full control over the operations of all persons assigned to perform any duties in the culinary service, planning of menus, preparing and serving of meals, and care of equipment. In the Federal Prison System a steward is not responsible for procurement of supplies, but as a staff member he participates in making the plans for procurement of food.

Responsibilities of Personnel

In selecting recruits for the culinary service, these things are considered: (1) experience as a paid cook or baker, (2)

specialized training in dietetics and nutrition, and (3) satisfactory completion of performance tests in actual work in the institution in which he is employed. Ability to perform the routine duties of cook and baker is required of a Junior Cook, but ability to instruct and supervise prisoners is of equal importance, since all of the actual work is done by the prisoners.

A member of the culinary staff heads up each unit of the culinary service. These units are responsible for preparation, cooking, service, and sanitation. Under their direct supervision prisoners are assigned to perform all the duties incident to efficient operation of pantry, kitchen, and dining rooms, in a manner comparable in every way to a commercial feeding operation. The culinary service accomplishes two purposes. With on-the-job instruction carried out at all levels within the service, from mop man to staff dining room cook, and such instruction correlated with related trade training when necessary, it seeks to obtain a smoothly functioning culinary unit within the institution, and at the same time, to prepare the prisoner for placement in the food preparation industry at whatever level he has achieved at the time of his release.

The Importance of Planning Ahead

The secret of success for the culinary service is careful planning, and in the Federal Prison System this planning is referred to as (a) long range, (b) quarterly, (c) monthly, and (d) for ten-day periods.

In long range planning, studies are undertaken for the purpose of discovering better work methods. New foods, new food combinations, better cooking techniques, modernization of plant, and procurement of new and improved equipment, are considered.

Quarterly planning is of extreme importance as the technique for determining what shall be used in the way of food supplies. Two months in advance of the quarter for which the planning is undertaken, the Chief Clerk, the Steward, the Storekeeper, and the Farm Manager hold a series of conferences to

discuss current market trends, commodities to be produced on the farm, storehouse inventories, necessary variations in menus, estimated number of prisoners, and estimated per capita cost of feeding. The Storekeeper reports the commodities on hand. The Farm Manager estimates what supplies he expects to make available from his farm operations. The Steward prepares skeleton menus for the purpose of estimating how many times each kind of food item is to be used during the quarter. These conferences determine (1) what food supplies the Steward must use throughout the quarter, (2) what food supplies shall be grown on the farm, and (3) what food supplies are to be procured by the Chief Clerk.

Monthly planning for seasonal foods relieves the Steward of the necessity of forecasting his needs for perishable items long in advance of the time when they are to be used. It also allows him to utilize foods in season to best advantage. Fish and poultry are usually included as a part of monthly planning. Another very sound reason for observing monthly planning is the fact that an appreciable increase in the number of prisoners imposes upon the Steward the necessity for re-studying his quarterly plans to make the best use of food supplies already procured before he undertakes to recommend purchase of additional supplies. Furthermore, the estimates from the Farm Manager are subject to change in the event of failure of crops.

Menu planning for ten-day periods is an important job because through this method the Steward is able to make good use of supplies and avoid too much repetition. All too frequently menus are prone to repeat themselves, and prisoners will come to know that "Thursday is here because we have hot cakes for breakfast." In one institution a prisoner was heard to remark that he had "seven bananas and three days to go." Bananas were served every Sunday, so the prisoner used this expression to indicate he had seven weeks and three days of his sentence remaining. Ten-day planning includes at least one Sunday, and unless a deliberate attempt is made to serve certain foods on certain days, repetition is less likely to occur. An interested Steward scans magazines, newspapers and recipe books for

information on new ways to prepare food, and good menu planning is one of the best gauges of his ability.

Preparation of Food

Food preparation is one of the most interesting phases of culinary work. It is not sufficient simply to produce three meals a day, but interesting new dishes which preserve the nutritive values of the food must be prepared from the supplies available. Food preparation starts in the bakery, vegetable room, and meat cutting unit, and does not end until the food is placed on the prisoner's tray as he moves through the serving line at meal time.

The daily volume of food required to feed men in one of the larger institutions in the Federal Prison System is considerable. A noon meal menu might call for:

Roast Beef		Gravy
	Corn on the Cob	
Franconia Potatoes		Cole Slaw
	Apple Pie	
Bread		Oleomargarine
	Coffee	

To serve this meal to two thousand men would require:

The equivalent of two steers
60 gallons of gravy
4,000 ears of corn
12 bags of potatoes (100 lbs. to the bag)
500 pounds of cabbage
10 gallons of salad dressing
340 pies containing 20 bushels of apples
45 pounds of oleomargarine
300 loaves of bread
80 pounds of coffee

The planning of this meal begins when the Steward discusses with the Farm Manager the planting program for the year and the selection of steers to be purchased for fattening. It includes procurement by the Chief Clerk of flour, salad oil, spices, coffee, sugar, and the like, and prompt delivery of all these food supplies from the storehouse one day in advance of the time for use. All of these services are coordinated so that

each item becomes available in the institution kitchen on the day in which it is to be prepared for this meal.

Serving of Food

In the Federal Prison System every effort is made to serve food in a tasteful and dignified manner. The personnel selected to direct the flow of traffic and to maintain order are experienced in the supervision of prisoners.

The institution dining hall must be a bright and cheerful place. Floors should be of tile, scrubbed after every meal, and walls attractively finished in harmonizing colors. In many institutions murals or paintings done by prisoners as a part of the institutional art project help provide the right atmosphere.

Every institution has a menu board which is changed for each meal. Tables are set up with knife, fork, spoon, and paper napkin. On occasion table cloths are used. Cups, certain salads, some desserts, and sometimes even flowers are placed on the table. The dining halls are decorated for holidays. The prisoner's first visual contact with the meal is the dining hall. If what he sees is pleasing to the eye, he is well on the way to enjoying the whole meal.

The meals are served in a stainless steel compartment tray. The one used by the armed forces (many such trays are now being manufactured by Federal Prison Industries) is an adaptation of the tray used in the Federal Prison System. Food is placed in the different compartments of the tray so that it never runs together, each item of food being in a separate compartment. Occasionally ice cream is served in paper cups, rock-hard, so that it does not melt while a prisoner is eating the rest of his meal. Bread may be obtained at the serving station or on the table, and bread is usually passed by white gloved waiters. Beverages are poured at the table to prevent spilling.

At the serving stations hot foods are served hot, and cold foods cold. All prisoners receive equal portions of the food served. Service is by uniformed prisoners wearing the special service culinary coats, white caps, and, if necessary, gloves.



Kitchen gear used in the Federal Prison System

Proper utensils are used to serve each item; a disher for mashed potatoes, an offset spatula for steaks or chops, slotted or perforated spoons for watery vegetables, and the like. When a pan is emptied it is removed to a back bar and a full pan is put in its place. Empty containers are kept covered; spilled food is immediately wiped up. No rags or unsightly containers are in view. Food is served with dispatch and as quietly as possible.

Cleaning operations are not begun until the men have finished eating, and no one is required to scrape trays, or to gather them up after the meal. This is a part of the waiter's job.

It might seem that what is desirable in a commercial cafeteria has no place in a prison. On the contrary, an attractive dining hall, neat service, and appetizing meals, are of immense importance in institutional management. Flowers on the table, an interesting room, and a gaily colored table cloth make mediocre food taste good, and good food taste better. Eye appeal, whenever it can be accomplished through the ingenuity of the Steward, is money in the pocket of the taxpayer because it improves the morale, helps the treatment program, and is a big factor in the prevention of waste.

Food Waste

In the average home we do not think twice before discarding bread crusts. Potato parings may be very thick. And meat fat or suet renderings are cast away. The quantity is small and the difference between saving these items and disposing of them will make little change in the home food budget. It is common practice in the home to put into the refrigerator some leftovers to be disposed of tomorrow, and the American ice box has been called the stepping stone to the garbage can.

The institutional Steward must prepare just enough food for the meal he is serving. To do this he makes the best possible estimate of consumption, taking into account the popularity of the dish, the number of persons served, the relation of the dish in question to the rest of the meal, the type of work the prisoners are doing, and the weather. If, after making all these allowances,

some food is still returned to the kitchen after the meal, it is immediately decided what disposition is to be made of it. If it cannot be used to advantage, it is weighed and thrown out at once. Only food for a definite future use finds its way into the refrigerators. If valueless foods are stored in refrigerated spaces, not only the food is lost, but the space it took up and the cost of refrigeration have been wasted.

Since wasted food is wasted poundage, it is just as necessary to record food waste as it is to weigh the foods sent to the culinary department. After each meal the edible food left on the trays in the dining hall is collected, drained, weighed, and the weight is recorded. All edible foods not utilized in the kitchen or bakery are also weighed. The total weight of all edible food waste is recorded and is included in the monthly report of culinary operations. The average for the entire field service does not exceed two ounces of waste per man per day annually.

The Balanced Diet

Approximately ten years ago the Federal Prison System adopted a *standard balanced ration* as a guide in the feeding of prisoners. This ration is the yardstick used by the prison Steward for obtaining good nutrition, and it closely approximates the "Recommended Dietary Allowances" of the Food and Nutrition Board of the National Research Council. The *standard balanced ration* used by the Federal Prison System before war-time rationing was as follows:

Food Group	Daily Allowance in Pounds	Purpose
<i>Protective Foods</i>		
Milk - - - - -	1.00	
Vegetables (leafy green and yellow) - - - - -	.60	
Fruits - - - - -	.15	Maintain Health
Roots - - - - -	1.00	Regulate the Body
Fruits, dry - - - - -	.08	Build Tissue
Vegetables, dry - - - - -	.10	Promote Growth
Eggs - - - - -	.07	Supply Energy
Meat and Fish - - - - -	.60	
Enriched Flour and Whole Grain Cereal - - - - -	.65	
		4.25

Supplementary Foods

Starches	-	-	-	-	-	-	-	.15	
Fats	-	-	-	-	-	-	-	.15	
Sugars	-	-	-	-	-	-	-	.15	Supply
Other Sweets	-	-	-	-	-	-	-	.10	Additional
									Energy
								<hr/>	
								.55	

Adjuncts

Beverages	-	-	-	-	-	-	-	.10	
Spices	-	-	-	-	-	-	-	.10	Meal Satisfaction
								<hr/>	
								.20	

Total daily per man Food Allowance 5.00

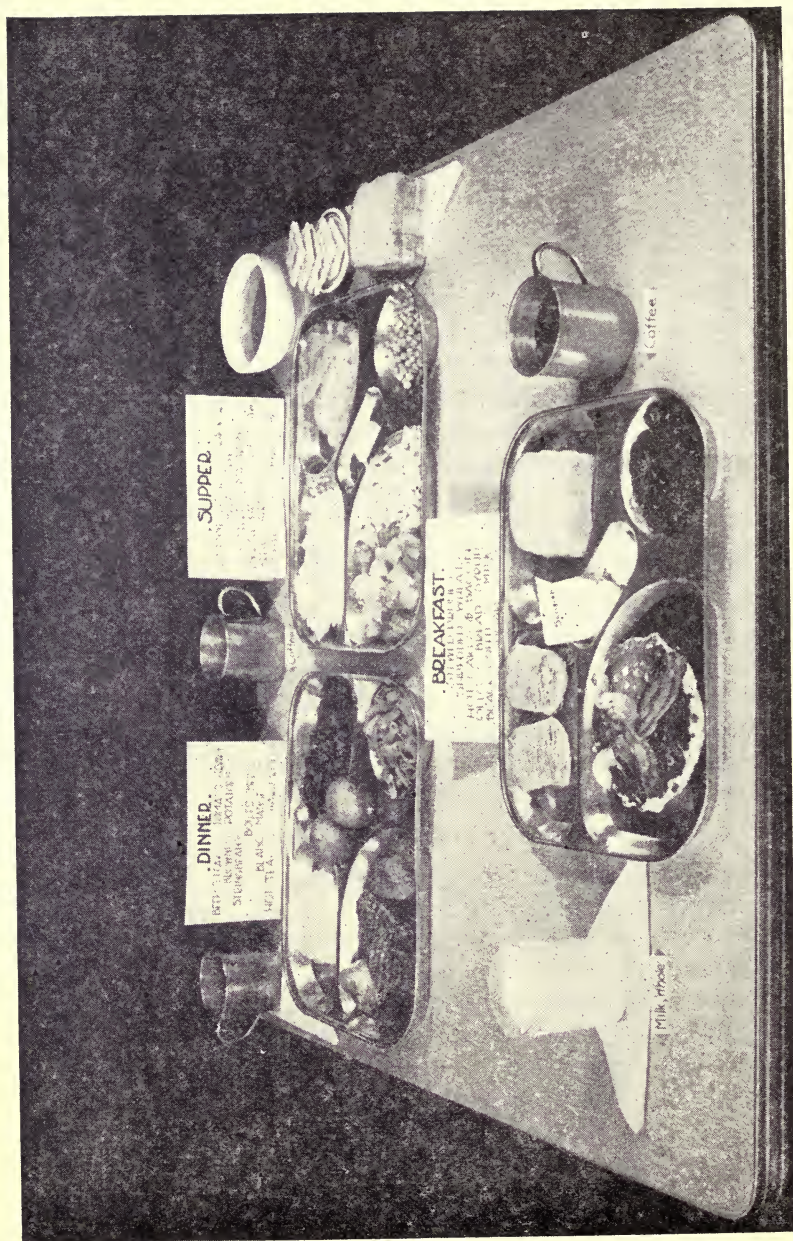
The balanced ration determines the daily per person requirements of certain food groups. The total of these foods is the daily food intake. The ration enables the Steward to tell from day to day how many pounds of each type of food have been provided per prisoner at any time within a specified period. It also is of great importance in planning meals according to ration allowances, point values, and other items which must be taken into consideration in carrying out the policies of the Bureau.

The illustration opposite page 187 shows food prepared in accordance with the balanced ration, ready for serving for breakfast, dinner, and supper. Before the war, under normal conditions, these three meals were served at an aggregate of not to exceed 30¢ per day.

Features of the Balanced Diet

In the Federal Prison System the Steward is not expected to compute the cost of meals. It is his job to get food nutrient on the table. The term "on the table" is used advisedly, since there is a vast difference between nutritive value of foods as purchased, and foods as served. Of course, the Steward is always interested in food costs, which are compiled and transmitted to him by the Chief Clerk, but the Steward is primarily responsible for serving adequate food poundage, properly prepared.

Without a yardstick, or guide, such as the balanced ration, prisoners might be fed only in accordance with the personal whims of some official or of the men who prepare the food. Use



The Balanced Ration

of the *balanced ration* points the way to good nutrition and makes it possible to check progress as the food is consumed. This information is important since it is of little value to know that six months ago a diet too lean in food nutrients was being fed. It is necessary to know what is being done now, from day to day, so that the diet can be corrected while benefits can still accrue to the prisoners.

The table illustrating the balanced diet shows why certain foods are fed. It is not the purpose here to enter into a technical discussion of the various food nutrients: the calories, fats, proteins, minerals, vitamins, carbohydrates, and bulk that a balanced ration provides. Suffice it to say that when food is served in accordance with this plan it is possible to supply all that is needed to keep a prisoner nutritionally fit and satisfied with his meals. Good food has as great an effect on institutional morale as any other single thing.

Timing the Service

The work of the culinary service must be so organized that there will be no conflict with other institutional functions as the preparation of the meal progresses. It is an unpardonable offense to have a twelve o'clock dinner ready either a half hour too early or a half hour too late. Each operation in the culinary service is timed in the unit to be ready for serving as near the deadline as possible. The deadline for a meal is ten minutes before the time set for serving. Then all food must be ready at the serving stations, and the waiters must be at their stations and properly dressed in clean coats.

Meat cutters should receive meat three days in advance of the serving date, so that the meat may be thawed properly, if frozen, and carcasses cut into suitable pieces for cooking. Fresh vegetables are prepared as needed. The number of men in the vegetable room crew is determined by the time required to prepare the required vegetables for one day. In summer the crew is large, while in the winter only a few men are needed.

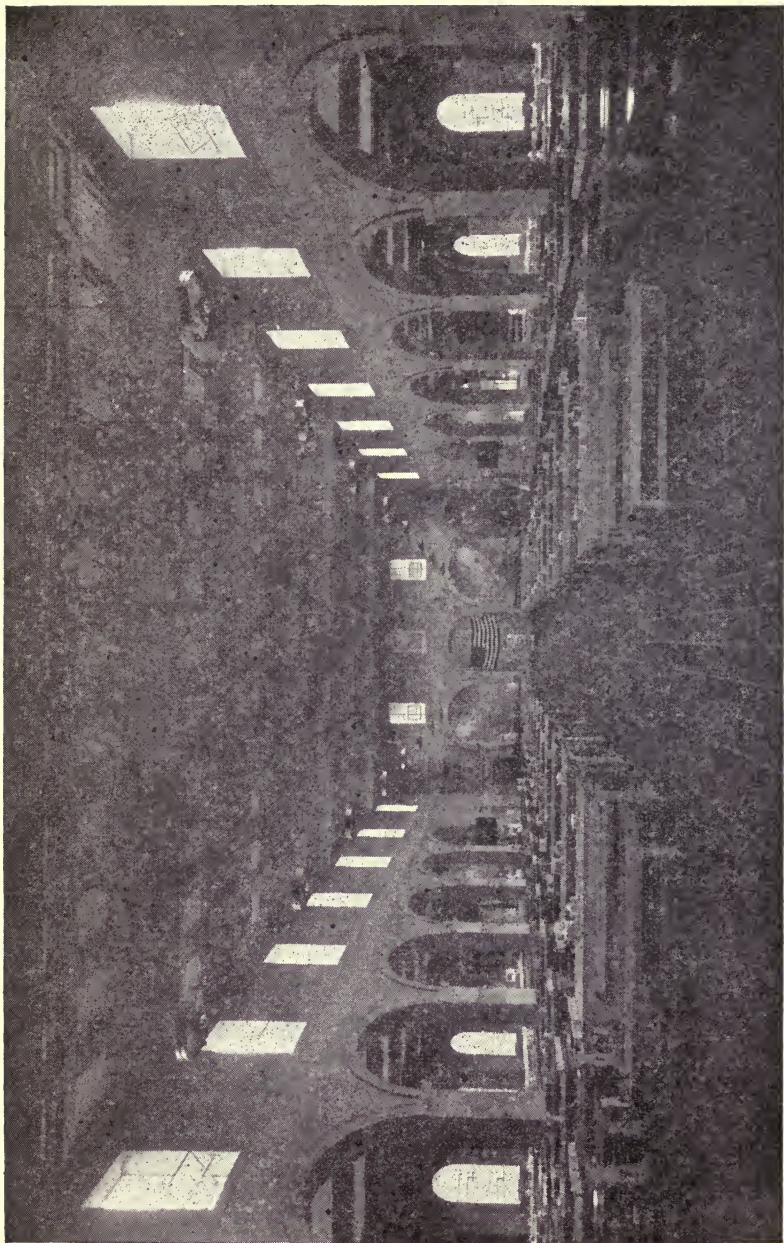
Bakery products are served fresh. Such items as biscuits or cornbread are served hot, and a rare treat for prisoners is wheat bread hot from the ovens.

Clock watching for the Steward is a commendable trait. There is a proper time to begin every operation. Plain boiled potatoes require a certain number of minutes. If they are to be mashed, time must be allowed for whipping, and arrangements must be made to have the mixing machine available when potatoes are steamed. If potato cakes are to be prepared, there must be time enough to cool the potatoes for the hand work of making the cakes, and the oven or griddles must be ready to fry them in time for serving the meal.

In like manner, meats are roasted in time to allow for carving; salads are prepared in time to be chilled; and vegetables are not cooked until just such time as will be required to get them to the serving station before the deadline.

To gain an idea of the magnitude of this timing task, consider the number of meals served in a large institution. The seating capacity of the dining hall may be such that it is necessary to serve the main body of prisoners in two groups. This means setting up and cleaning up the dining hall six times per day. It also means six food deadlines for the kitchen. The Industries are now operating on a twenty-four hour basis, and groups of prisoners so employed must be served additional meals at 9:00 P. M., midnight, and 4:00 A. M. At midnight one group may be eating supper while another is having breakfast. Each of these meals must be prepared with the same care and attention given to the "mainline" foods. Men on odd shifts must not be penalized by having to eat warmed up or left over foods. Food timing is a big job and the time element is vital to the success of the culinary operations.

The illustration opposite this page shows the most modern and the best type of dining hall used in the Federal Prison System.



Dining Hall

Sanitation

In an institution sanitation is extremely important. The culinary units in the Federal Prison System are inspected weekly by the Warden, the Chief Medical Officer, and the Sanitary Supervisor, periodically by the United States Public Health Service, and almost daily by the Steward himself. Every possible precaution is taken to provide sanitary food units, because an epidemic of food poisoning would not only cause suffering on the part of prisoners for whose protection the Service is responsible, but might cost the Government thousands of dollars.

In making an inspection the Steward uses a check sheet. This check sheet lists every room and every piece of equipment in the department which the Steward must check for cleanliness and operation. If he is careful in the use of this check sheet, and corrects defects as they are discovered, he has nothing to fear from any other inspection which is made.

Cleanliness in working and eating spaces is maintained by lavish use of soap and water, and by hard work. It is not obtained merely by the use of disinfectants. In other words, you do not cover up the dirt by changing the smell of the place. The cleanliness of a well scrubbed, airy eating place is one of its finest assets.

Dishwashing is a sterilizing process. Trays, cups, bowls, and pitchers are first washed, then put through a dishwasher containing a detergent solution and a sterilizing tank. They are dried by placing trays in racks so that air circulates between the trays. Towels are not used in dishwashing because they are unsanitary.

No place can be clean unless the equipment used for cleaning is itself kept as nearly sterile as possible. Mops must be washed and aired; mopping tanks flushed and cleaned inside and out; and dishwashers taken apart and all screens cleared of debris to allow for proper circulation of the cleaning solution. Clean plates never come out of a dirty machine.

Training the Prisoners

When a public eating place needs a new cook or baker, an employment agency supplies the type of man needed. If he is unsatisfactory he is replaced by another employee, and if he breaks dishes, the price of the breakage is deducted from his pay check. The employer can only hope that good personnel will remain on the job, get there on time, and show up after every pay day. In an institution the prisoners are assigned to the culinary service through the Classification Board, and the Steward must train them because they are seldom experienced food handlers. The performance of work in the culinary service depends on training, and the better and more intensive the training given prisoners, the easier the job of supervision. The Steward and his assistants must supervise all work.

When a prisoner is assigned to the culinary unit, he is interviewed by the Steward to determine whether he has any culinary skills. A card listing all the various recognized culinary jobs is used by the Steward to check progress made by the prisoner as he goes from one job to another. Certain basic skills having to do with safety and sanitation are required before any advance work may be undertaken. As the prisoner advances with the training, equipment and processes are explained to him. When he is considered able to do a job in a competent manner, he is held responsible for suitable performance.

Correlated with this on-the-job instruction is related trade training in which the prisoner receives instruction in mathematics, science, and crafts information of the culinary profession, and is shown how they tie in with his job in the culinary unit.

Under this method of training, men with no previous experience in culinary work are able to leave an institution and obtain a job as cook, baker, counterman, or waiter. The ability and accomplishment of a Steward in teaching and training others for gainful employment after release is a public service of the highest order, of which any man has a right to be proud.

REVIEW QUESTIONS

Lesson 13

- T F 1. An effort is made to follow food habits of individuals.
- T F 2. The deadline for a meal is 30 minutes before it is to be served.
- T F 3. It is important for an employee in the culinary service to be qualified to instruct the prisoners who work in the culinary unit as well as to know how to prepare and serve meals.
- T F 4. A check card is used by the steward to check progress of a prisoner as he goes from one job to another in the culinary department.
- T F 5. The institution dining hall is an attractive part of the institution.
- T F 6. A senior cook outranks a junior steward.
- T F 7. Good food has as great an effect on institutional morale as any other single thing.
- T F 8. The culinary staff of a large penitentiary has from 10 to 14 staff members.
- T F 9. Each prisoner has a mess can from which he eats his meals.
- T F 10. A steward in the Federal Prison System is responsible for the procurement of supplies.
- T F 11. The proper performance of work in the culinary service depends on the training of prisoners.
- T F 12. The steward has full control over the operations of all persons assigned to perform duties in the culinary service.
- T F 13. Salad, apple pie, corn on the cob, roast beef, coffee appear on prison menus.

- T F 14. Each unit in the culinary department is headed by a prisoner supervisor who is responsible to the steward for getting work done.
- T F 15. The use of the ten-day menu is likely to avoid too much repetition in daily menus.
- T F 16. Sterilized towels are used in drying trays, cups, bowls and pitchers.
- T F 17. Food is served to prisoners at serving stations.
- T F 18. The steward is a clock watcher.
- T F 19. It is not necessary that the steward recognize religious groups in menu planning.
- T F 20. Tablecloths are never used in federal prisons.
- T F 21. The balanced ration is a method of determining the daily per person requirements of certain food groups.
- T F 22. There is never any edible food left on trays in a prison.
- T F 23. All food not used at the serving station is stored in refrigerators to prevent waste.
- T F 24. Prisoners are given both on-the-job instruction in culinary work and related instruction.
- T F 25. In order to save labor, inexpensive disinfectants are used in cleaning up culinary working spaces.
- T F 26. It is necessary to have a daily check on food values served to prisoners.
- T F 27. A steward in the Federal Prison System is more concerned about serving adequate food poundage than about cost of food.
- T F 28. In making an inspection of the culinary unit, the steward uses a check sheet.

INSTRUCTIONS: In questions 29 through 32, and 34 through 36, more than one answer is correct. Place an X before each answer you select as completing a true statement.

29. The items which are taken into consideration in determining whether a recruit for the culinary service meets the required standards are:

- a. experience in cooking at home.
- b. experience as a paid cook or baker.
- c. experience as a supervisor.
- d. specialized training along lines of dietetics and nutrition.
- e. satisfactory completion of performance tests in actual work in the institution in which he is employed.

30. The food groups which compose the standard balanced ration of the Federal Prison System are:

- a. protective.
- b. desserts.
- c. roughage.
- d. supplementary.
- e. adjuncts.
- f. proteins.

31. The culinary service:

- a. raises food.
- b. prepares food.
- c. serves food.
- d. buys food.
- e. sells food.

32. The important duties of the steward are:

- a. to plan ten-day menus.
- b. to sit on the Classification Board.

- c. to time each operation of the culinary service properly.
- d. to audit cost accounts on foods.
- e. to follow the standard balanced ration.

33. Culinary units in the Federal Prison System are inspected by the warden, chief medical officer, and sanitary supervisor:

- a. once a day.
- b. once a week.
- c. once a month.
- d. four times a year.

34. In planning institutional meals, stress is placed on:

- a. custody.
- b. cleanliness.
- c. sanitation.
- d. cost.
- e. farm products.
- f. prisoner training.
- g. food service.

35. Quarterly food conferences determine:

- a. foods the chief clerk must procure.
- b. equipment to be purchased.
- c. farm production.
- d. supplies the steward must use.
- e. new food combinations.
- f. the nutritive value of foods.

36. The balanced ration is used to:
- a. teach prisoners the composition of foods.
 - b. determine daily food intake.
 - c. act as a clearing house for farm products.
 - d. keep prisoners physically fit.
 - e. determine how food is prepared.
37. pounds of food are allowed each prisoner per day.

Thought Questions

38. Should a Government institution such as a prison set a higher dietary standard than is found in the community in which the institution is located? Why?
39. If a standard ration is of any importance should each person be required to eat his proportionate share of the food in order that all may receive the full benefit of the well planned meal? Why?

Lesson 14

A PROGRAM OF PRISON LABOR

This lesson explains the modern program of prison labor. It also describes the organization of Federal Prison Industries, Incorporated, the extent of its production program, and its contribution to the war effort.

HOW to employ prisoners has always been one of the biggest questions in prison management. When slavery was abolished in America by the 13th Amendment, a specific exception was made of criminals. When the drafters of this amendment stated that neither slavery nor involuntary servitude, except to punish criminals, should exist in America, they obviously had in mind the long recognized principle that the state had a property right in the labor of its prisoners. A sentence to "hard labor" was and still is imposed because it carries with it the idea that labor is punitive and therefore helps deter crime.

The question of how and to what extent prisoners should be employed is one of the major unsolved social problems because of the clash of public and private interests. Its solution cannot be left to those who would exploit the prisoners for private profit or to those who wish merely to eliminate a competitor. The penologist must never neglect the question, because he knows that useful and stimulating employment is perhaps the most potent influence in reforming the prisoner and helping him to readjust when released. Prison labor has been used in many ways. Practically all of them, however, have failed either because the system exploited the prisoner or because it offered unfair competition to industry and labor in the free community.

The system of prison labor which is now gradually replacing all the others is called the State Use System. Under this system the state conducts a business of manufacturing or production in which the prisoners are employed. The principle of the State Use System

is that the state shall produce goods and merchandise for its own consumption, thus keeping the products of prison labor off the open market. This is the system which the Federal Government has adopted.

Opposition to Prison Labor in the United States

Work for prisoners was a commonly accepted principle in the United States by 1850. The prison labor movement, however, frequently fell into wrong hands, and when it did, excesses and exploitation inevitably brought condemnation.

In some states, prisoners were worked for selfish private profit, not for their own rehabilitation. In a few states, prisoners were mistreated. In many states, their work was leased to contractors who were not connected with the prison system and whose only interest in their indentured workers was to obtain the maximum of work from them at any cost.

Almost from the beginning of trade unionism in the United States, organized labor has opposed the manufacturing of goods by prisoners for sale on the open market. Between 1835 and 1885 almost all the northern states except Pennsylvania hired out the labor of their prisoners. The contractors, benefiting from cheap labor, dumped their products on the open market at a low price.

The result was that both manufacturers and labor unions soon swung powerful influences into action against any and all commodity production behind prison walls, and demands for legislation to this effect were widely voiced throughout the country.

In 1929, Congress passed the Hawes-Cooper Act, which enabled any state to prohibit, within its borders, the sale of goods made in the prisons of any other state. In 1935, Congress enacted the Ashurst-Sumners Act, prohibiting the transportation of state prison goods into any state in violation of the laws of that state. The trend toward the restriction of prison industrial production reached its peak in 1940 when a law was passed making it illegal to transport state prison goods from one state to another. In addition, every state regulates the manufacture of goods by prison labor.

Thus, because prison labor was misused and its misuse affected trade and free labor, popular disapproval still hinders the humane and socially useful possibilities of this great penological doctrine.

In general the result of the opposition to prison labor was a swing from the older lease and contract systems to the State Use System, under which prison labor does not compete directly with free labor and industry. The lease system has now disappeared entirely in the United States, and the contract system has almost disappeared. Organized labor has taken the view that diversified production by prison labor for Government use does not compete directly and unfairly with free labor, and labor has in general approved the State Use System. However, this system has not solved the problem of prison employment, because, in most states, the needs of the state are not large enough to absorb the products which can be produced in the prisons under modern manufacturing conditions. The result is that most state prisons are vast idle houses. The federal prisons, however, have an advantage in this respect, since they have the relatively larger federal market available and open to them.

Creation of Federal Prison Industries, Inc.

Before 1919 there was no centralized control of labor in the Federal Prison System. Each federal prison did whatever work it could, independently and on local authorization, producing only what it could use within its own walls.

During World War I, there arose a great need for cotton duck cloth. Out of this need was born the federal penal industrial system. To meet the need of the Army, the Navy, and the Post Office Department for duck, a textile mill was established at the United States Penitentiary at Atlanta. Shortly afterward, brush and broom plants and a shoe factory were established at the Leavenworth Penitentiary, and a foundry and a chair factory were authorized for the Federal Reformatory at Chillicothe.

Separate revolving funds were established for each of these industries. All receipts from each industry were deposited to the

fund for that industry, and all expenses were paid from the appropriate fund. Products were sold only to departments and establishments of the United States Government, and all sales were made at current market prices, so that private industry would not be adversely affected. Prices were fixed by examining bids and quotations in local and trade journals, and by direct communication with private manufacturers.

In 1930, by Act of Congress, this process was varied to some degree by centralizing the industrial set-up at Washington and by consolidating all working capital funds into a single revolving fund. The new law broadened the scope of industrial possibilities in federal prisons and enabled the Attorney General to diversify the activities carried on in the prisons. It permitted him to create such new industries as seemed justified, and it required certain federal departments and agencies to purchase from the prisons products which met their requirements and were available. Lists of articles made in federal prisons were ordered filed with the General Accounting Office, and vouchers submitted for the purchase of such commodities from private industry were not to be approved unless accompanied by a statement from the prison industries to the effect that they could not supply these items.

It was not until 1934 that all of the lessons learned from the past were crystallized in the agency and authority now known as Federal Prison Industries, Incorporated. At that time, the widespread depression from which the country was suffering had sharpened public resentment and clamor against prison labor. This problem was considered carefully, and a plan was proposed which had the support of congressional leaders, capital, organized labor, and private industry—in short, of all the interests concerned. Under the plan, the industries of the federal prisons were to be operated by a corporate body whose policies would be dictated by a board of directors representing the Attorney General, labor, agriculture, industry, and retail consumers. On June 23, 1934, this plan became law, and on December 11, 1934, President Roosevelt issued Executive Order No. 6917, which created the Federal Prison Industries, Incorporated. On January 1, 1935, this agency took over the operation of all industrial production in

federal prisons, with the exception of farming, road construction, and forestry.

The policy of the new federally-sponsored corporate enterprise was sound and clear-cut. The following general overall policies have been approved by the Board of Directors:

1. All prisoners not needed to maintain the prisons or not engaged in important educational activities should be given the opportunity to work in "the industries."

2. In determining the nature of a diversified industrial program, the Federal Government market alone must be considered. The industries must undertake to supply a pro rata proportion of the demands of other governmental agencies, in addition to an unlimited production for use in federal prisons themselves.

3. Industries set up in a prison must be practical to operate within that prison and cannot require skills not available therein.

4. Industries established must require a maximum of hand labor and have a definite vocational training value.

5. Industries established must give promise of a fair return on the investment after deducting overhead charges, including depreciation, contingencies, and wages to prisoners.

6. After providing industrial establishments for most prisons needing employment for their prisoners, the Board must attempt "to eliminate undue competition with free industries and to comply with the language of the statute requiring the more effective diversification of prison industries."

7. Production of industries must never be permitted to develop beyond the needs of the times. (The Board's policy was framed during the height of the 1929-1936 depression, when such considerations had special significance.)

8. No prisoner shall be employed more than 40 hours a week. (The practical need of the defense effort and of World War II have temporarily abrogated the observance of this condition. In step with the rest of American workers, prisoners in

the Federal Prison Industries work considerably more than 40 hours weekly.)

In addition to the foregoing tenets, it was decided that the corporation would pay claims for industrial injuries to its workers under a scale and according to conditions approximating those of the U. S. Employees' Compensation Act. It was also decided that hearings should be inaugurated at which any complaints of labor and private industry might be expressed and arbitrated.

Program of Federal Prison Industries, Inc.

More than 70 products are manufactured by Federal Prison Industries, Inc. These products range from bristle brushes, brooms, and fiber furniture to shoes, stainless steel trays, and canvas water bags.

A federal prisoner today has many incentives to work. He receives "industrial good time" which shortens his sentence, as will be explained in a later lesson. He receives training which makes him competent to hold a job after he is released from prison. In addition, he receives wages for his work, and is assisted by prison officials in securing employment when he is released.

Prisoners are selected for assignment to an industry on the basis of their conduct record, their vocational training needs, and the immediate financial need of their families.

Two-thirds of the wages paid federal prisoners go to their dependents at home. Most of this money reaches homes with sub-marginal standards and helps immensely to sustain families that might otherwise suffer greatly through the enforced absence of their breadwinner. The boost in self-respect for a family man thus enabled to bear a portion of his domestic responsibilities is also important. In general, an industry gives a prison a wholesome tone. Prison administrators say that the presence of sound industry helps to remove the dismal and stagnant atmosphere traditional to the prison scene and makes of the penal community a social group more nearly like that of a large and well-administered industrial community in the outside world.

And of course, and not least considerable, the industry eases the burden of the taxpayer. Prison Industries materially helps to support the Federal Prison System.

World War II was an ill wind which blew a little good to the prison industries and to the prisoners. The war brought increased opportunities for service, for demonstrating the real value of well-administered penal industries, and for rehabilitation through patriotic industrial usefulness.

Federal Prison Industries, Inc., the prisons, and the prisoners were quick to seize these opportunities. A number of vocational schools that would prepare prisoners for skilled jobs in war work were installed. Job-placement units were set up to place such prisoners in war-production jobs after their release. And the prisoners themselves responded eagerly.

At the beginning of the war it was clearly seen that production would play a major part in victory. During the period when America was making its so-called "defense effort," the federal prisons had already stepped up their production of all commodities. Where 4 million yards of cloth were produced in 1940, nearly 6 million yards were produced in 1941, and in the fiscal year ending June 30, 1942, more than 9½ million yards of cloth were produced. This trend, speeding up in tempo with each passing day, was symptomatic of federal prison reaction to the emergency.

New industries were added, and old types of products adapted to newer uses. Articles for the armed forces were given emphasis and priority. Because of the quality of the goods made by the prison industries, more and more contracts were given them.

Federal Prison Industries and the War

At the time this book was written, Federal Prison Industries, Inc. operated 47 factories and shops in 20 federal prisons, employing approximately 3500 prisoners. From 1939 to 1943 the production increased almost 300 per cent, and practically all of it was for the Army, Navy, and other branches of the Government.

For example, during 1942 more than half a million steel food trays were manufactured for use by the armed forces. It is not possible to disclose the exact quantities of goods being produced, but it is possible to name some of the items. These include bandoleers, bomb fins for aerial bombs, all types of work gloves, wooden beds, cargo nets, incendiary bomb noses, canvas shell covers, tarpaulins, truck covers, tool racks for trucks, and canvas water tanks.

While the quantity of articles produced has been increased, quality has not been sacrificed. The goods are sold only to federal agencies, and the rigid specifications of the Army, Navy, Coast Guard, Marines, and other agencies must be and are being met. There is a growing recognition among governmental departments that the name Federal Prison Industries, Inc., upon an article carries with it a guarantee of quality.

This war record is a milestone in the history of prison labor. It is a far cry from the sordid days when the labor of prisoners was exploited under the infamous contract system. The Industries, as nearly as prison conditions permit, duplicate the best equipment, treatment, and conditions of employment found in comparable industries in the commercial field.

In addition to the actual production of goods, Industries is sponsoring a comprehensive vocational and trade training program. The wide variety of industries and maintenance functions of the prison affords an opportunity for trade training in almost every field of skilled and semi-skilled labor. Industries also sponsors a program under which qualified prisoners are placed after their release in industries in which they may make use of the trade training and industrial experience they have received in prison.

The foregoing section gives a quick picture of what is being accomplished under the inspiration and pressure of the war. Many of these accomplishments are due to the fine patriotic response which the prisoners themselves have made to the needs of the nation.

The Extent of Prison Industries in the Federal Prison System

(NOTE TO THE STUDENT: The following description of the size and location of Federal Prison Industries shops will give you an idea of the

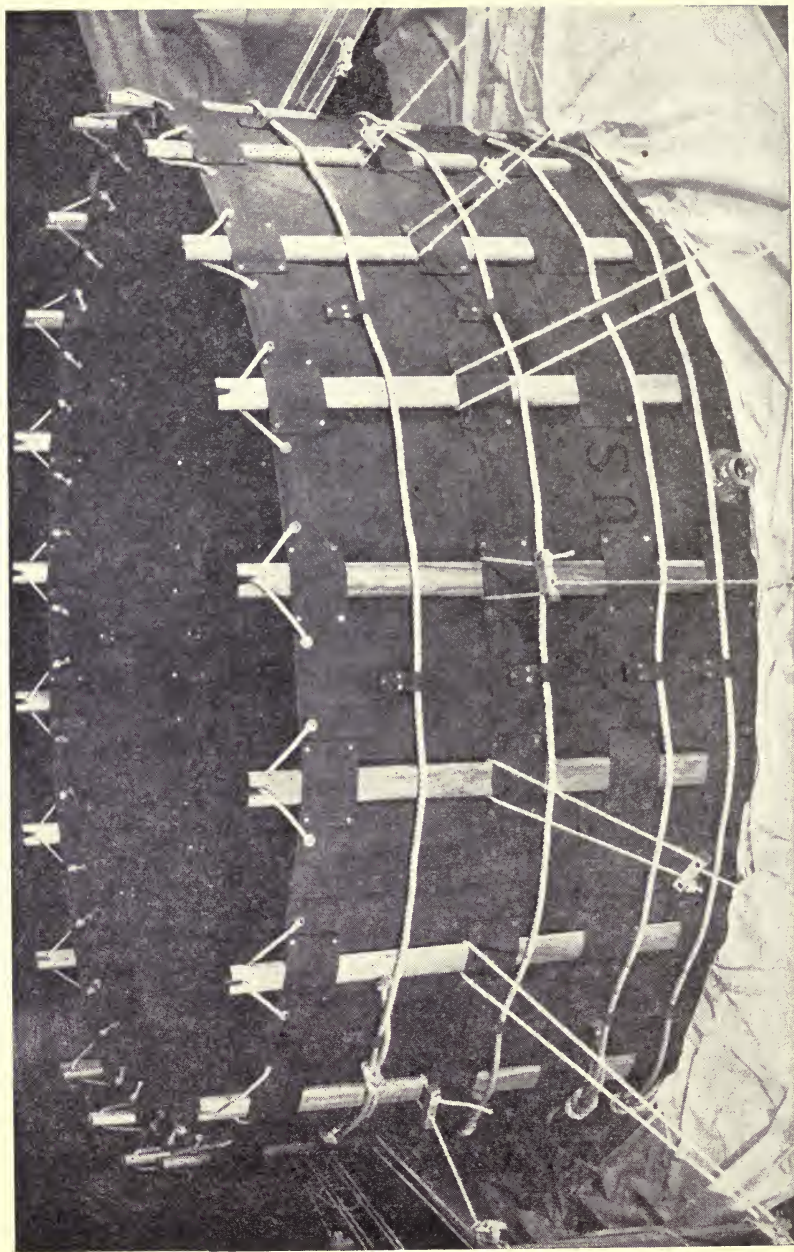
extent of the system. Don't try to memorize all the details, but try to get an over-all picture.)

Each factory and shop of the Federal Prison Industries, Inc., is managed by a superintendent of industries and a staff of foremen and civilian workers. Although the prisoners perform the work, it is always done under a civilian who has the knowledge, experience, and training to act as an instructor and supervisor and who is also competent to perform the functions for which a foreman in outside industry would ordinarily be responsible.

For example, in the Federal Penitentiary at Atlanta, a textile mill, a canvas specialty shop, and a mattress factory are the three major industries in operation. The textile mill spins cotton and weaves it into canvas duck, drill, sheeting, nainsook, and similar cotton textiles for federal agencies. This industry employs 53 civilian supervisors and instructors skilled in the various aspects of the textile industry, who in turn train and supervise the work of approximately 500 prisoners. The canvas specialty shop manufactures baskets, tarpaulins, all kinds of canvas bags, mattress covers, shower curtains, and similar items. This shop employs 8 civilians, who are responsible for training and supervising about 150 prisoners. The mattress factory is thoroughly modern and has 3 experienced civilian employees, who train and supervise about 75 prisoners.

Illustrated opposite page 207 is a collapsible canvas water tank used by the armed services in the field. The specially constructed and water-proofed cotton duck is woven in the textile mill at the United States Penitentiary, Atlanta, Georgia, and the tank itself is fabricated in the canvas specialty shop at that institution.

Prison Industries also operates three print shops—a comparatively large one in the penitentiary at Leavenworth, and two smaller ones in the penitentiary at Atlanta and in the reformatory at El Reno. Eleven civilians, all qualified in the printing trade, comprise the total staff for all three print shops and are responsible for the work of about 100 prisoners assigned to the shops.



Canvas Water Tank

Clothing factories are operated in 5 prisons—the penitentiaries at Atlanta, Leavenworth, Lewisburg, and Alcatraz Island, and the reformatory for women at Alderson. These factories produce underwear, shirts, uniforms for the employees, and suits for prisoners who are released. Some clothing is also manufactured for other federal agencies. This entire industry employs 13 experienced civilians, who are responsible for the work of about 325 prisoners.

In the reformatory at Chillicothe, two principal industries are operated—a chair factory with 10 civilian and 200 prisoner employees, and a foundry in which many kinds of castings are made, with 4 civilian foremen and instructors and about 50 prisoner employees.

A glove factory is operated in the correctional institution at Danbury, with 4 civilian employees responsible for approximately 75 prisoners. At the El Reno reformatory there are 2 industries, a broom factory with 6 civilian employees supervising approximately 120 prisoners, and a factory in which woolens are woven, with 2 civilian employees supervising some 25 prisoners.

Brush factories are operated in the penitentiary at Leavenworth and in the correctional institution at Texarkana, with a total of 7 employees supervising approximately 200 prisoners. Furniture factories are maintained in the penitentiaries at Leavenworth and Terre Haute, with 8 civilian employees responsible for approximately 225 prisoners. In the shoe factory at Leavenworth 19 civilian employees are responsible for 600 prisoners. A metal furniture factory at Lewisburg has 33 civilian employees responsible for supervising approximately 300 prisoners. A modern cannery at McNeil Island has 3 civilian employees responsible for approximately 100 prisoners. A metal specialty shop at Milan is under the supervision of 12 civilian employees responsible for approximately 100 prisoners. A fiber furniture factory at the Springfield Medical Center employs 2 civilians, who supervise 30 prisoners.

Laundries performing work for other federal agencies are maintained at Alcatraz, Alderson, the Detention Headquarters at New York, and the correctional institution at Tallahassee, with an ag-

gregate of 25 civilian employees responsible for approximately 220 prisoners.

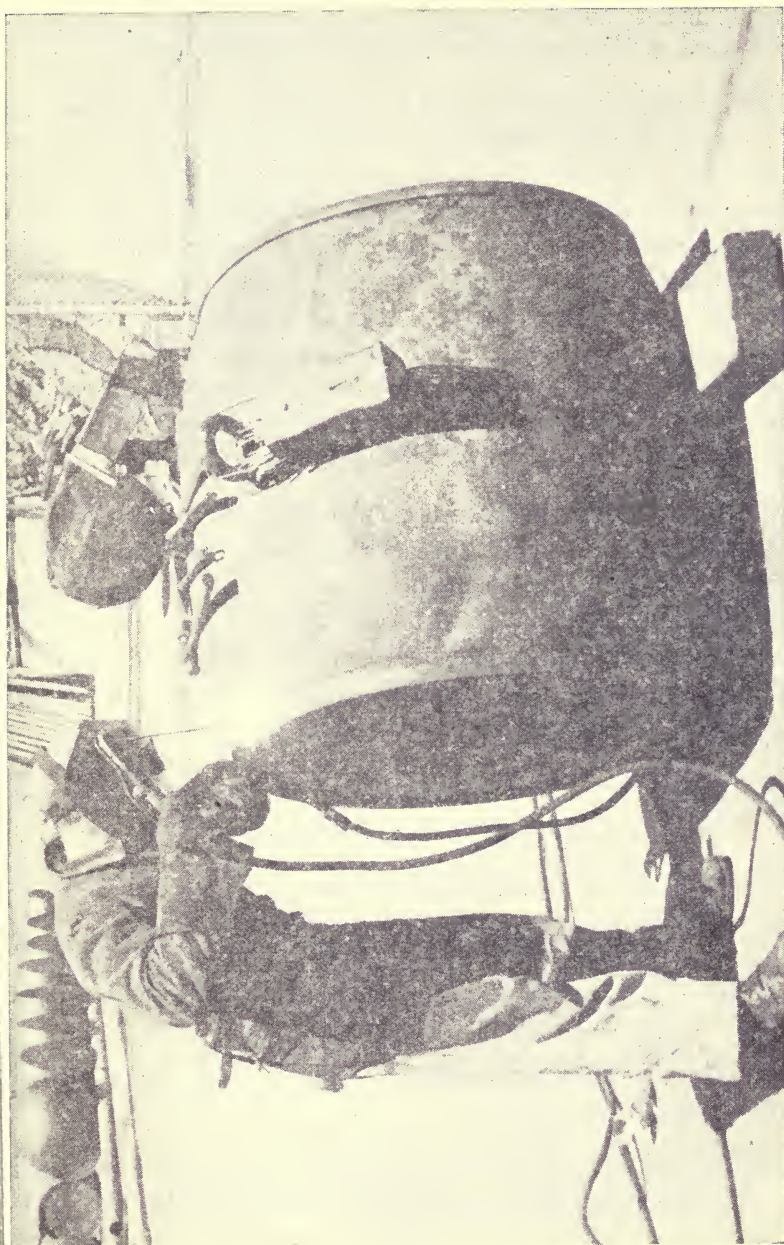
Ten small shops for wood-working, machine work, welding, boat building, and the manufacture of bed fabrics, orthopedic appliances, and other special items are maintained to meet certain special requirements of the Federal Prison System. Each of these shops is supervised by at least one civilian employee, with occasionally an assistant. The prisoners employed are those with special skills, many of whom have received intensive vocational training in the prison to qualify them for producing some specialty which can be used to advantage by the prisons. Ten civilian supervisors are responsible for over 100 prisoners working in these special industrial shops.

The illustration opposite this page shows one of the many kinds of employment given federal prisoners. All of the submarine net buoys in the San Francisco Bay area are kept in condition by the prisoners at the United States Penitentiary, Alcatraz. The buoys are brought to the penitentiary on Navy barges, they are sandblasted, repairs are made in the metal and welding shops, and they are then painted. Approximately twenty of these large metal buoys are thus repaired daily.

This very brief description gives an over-all picture of the diversified activities for which Federal Prison Industries, Inc., is responsible.

Summary

The system of prison labor which is gradually being adopted all over the country is called the State Use System. This system is based on the principle that all goods and articles manufactured by prison labor are used by the State and none of the products are placed on the open market for sale. The Federal Government has adopted this system and since January 1, 1935, industries in



Buoy Repair

federal prisons have been operated by a Government corporation known as Federal Prison Industries, Incorporated.

The federal prison industrial program really began in 1918 with the establishment of a textile mill at the Atlanta penitentiary to meet the need for cotton duck cloth by the Army, Navy, and the Post Office Department. A few years later a broom and brush factory and a shoe factory were authorized at the Leavenworth penitentiary. Somewhat later a foundry and a chair factory were established at the Chilli-cothe reformatory. From the very beginning, the products of these factories were sold only to Federal Government departments. All sales were made at current market prices so as not to affect the prices of products of private industry.

At the present time Federal Prison Industries, Inc., operates 47 factories and shops in 20 federal prisons and manufactures more than 70 different products. Practically all the production facilities have been converted to war production work to meet the needs of the various branches of the armed services. In addition, Industries is sponsoring a comprehensive vocational and trade training program.

REVIEW QUESTIONS

Lesson 14

- T F 1. Organized labor approves of the State Use System.
- T F 2. Prisoners have been reluctant to contribute to the war effort by intensive production.
- T F 3. Most products made by federal prisoners are of inferior quality.
- T F 4. Prisoners who are injured while working in a prison factory receive compensation for their injuries.

- T F 5. Prisoners working in a prison factory are supervised and trained by civilian employees.
- T F 6. Prisoners were frequently mistreated during the last 100 years through the medium of prison labor.
- T F 7. Federal prison factories try to duplicate working conditions found in modern civilian factories.
- T F 8. Goods manufactured in state prisons may legally be transported to another state.
- T F 9. The training which a prisoner receives in Industries is intended to make him competent to hold a job after he is released from prison.
- T F 10. Sentences to "hard labor" are still imposed on the theory that labor is punitive.
- T F 11. The contract system of prison labor has entirely disappeared in this country.
- T F 12. Private industry welcomes the presence of prison work competition.
- T F 13. Prisoners are permitted to work in a prison factory as a reward for good conduct.
- T F 14. The State Use System has replaced all other systems of prison labor.
- T F 15. Prison products are sold to federal agencies below the current market prices.
- T F 16. Most of the prison products are now sold to the Federal Government.
- T F 17. At one time federal prisoners created only such products as could be used within their own prison.

- T F 18. War contracts are issued to prison industries.
- T F 19. In the past, prisoners were leased only to contractors who were officially connected with the correctional system.
- T F 20. The Attorney General can now create only such new industries in federal prisons as Congress authorizes.
- T F 21. Federal Prison Industries, Inc., sponsors the trade training program of the prisons.
- T F 22. The Hawes-Cooper Act enabling a state to prohibit within its borders the sale of goods made in the prisons of another state was passed in 1885.
- T F 23. Federal Prison Industries, Inc., holds hearings at which complaints of labor and private industry against prison labor can be arbitrated.
- T F 24. Popular opinion favors the principle of work for prisoners.
- T F 25. Two-thirds of the money a federal prisoner earns is sent to his dependents at home.
- T F 26. Only 30 states regulate the manufacture of goods by prison labor.
- T F 27. Federal prisoners must secure their own jobs after their release without any help from prison employees.
- T F 28. Work for prisoners was a commonly accepted principle in 1850.
- T F 29. The working capital funds of each federal prison industry are now carried in a separate revolving fund.
- 30. The State Use System of prison labor: (1) exploits the work of the prisoner. (2) sells the products of prison labor on the open market. (3) produces goods and merchandise for consumption in state institutions. (4) provides that each prison must use all the products of its labor.

- 31. The evil of the "contract" system of prison labor is that it: (1) lowers the prices of all commodities. (2) obtains the maximum labor from prisoners with no thought of rehabilitation. (3) usually takes the prisoners out of the prison, thus offering them an increased opportunity to escape. (4) does not meet popular approval.
- 32. The "contract" system of prison labor was in vogue between: (1) 1785 and 1825. (2) 1835 and 1885. (3) 1855 and 1905. (4) 1885 and 1925.
- 33. Legislation restricting the sale of the products of prison labor was demanded because: (1) their manufacture did not rehabilitate prisoners. (2) the products of cheap prison labor were dumped on the open market at low prices. (3) penologists wished to stop the exploitation of prison labor. (4) most people thought the prisoners were overworked.
- 34. The principle of work for prisoners is: (1) usually abused. (2) condemned by penologists. (3) carried out only for financial profit. (4) humane and socially useful.
- 35. Centralized control of federal prison industries started in: (1) 1885. (2) 1905. (3) 1919. (4) 1930.
- 36. The federal penal industrial system arose from the need to: (1) supply federal agencies with cotton duck cloth. (2) rehabilitate prisoners through a well-organized work program. (3) assist the families of prisoners financially. (4) centralize the exploitation of prisoners.
- 37. The result of the opposition to prison labor was that most states: (1) follow the State Use System. (2) forbade the production of prison products. (3) reverted to the "contract" system. (4) have raised the prices of the products which they sell on the open market to the level of private industry.

- 38. Federal Prison Industries, Inc., was created in: (1) 1905. (2) 1919. (3) 1930. (4) 1934.
- 39. From 1939 to 1943 the industrial production in federal prisons has increased approximately: (1) 100 per cent. (2) 200 per cent. (3) 300 per cent. (4) 500 per cent.
40. At the time this book was written factories were being operated by Federal Prison Industries, Inc., in federal prisons. The total number of such factories is Approximately prisoners are employed in these factories.

Lesson 15

A MODERN SYSTEM OF PENAL CONTROL

The purpose of this lesson is to show how the prison as a method of penal control developed, and to differentiate between imprisonment, parole, and probation as the three principal methods of penal control.

IN A civilized country such as this, there are certain limitations imposed upon your freedom of action. You may conduct your everyday affairs in any way you please if you do not interfere with the rights of another or violate any laws considered necessary for the general protection of the community. If you interfere with the rights of another you may have violated the private laws of the community, and you may be required to make restitution to the injured person. If you violate the public laws for the protection of the community you commit a crime or misdemeanor, defined as "an act committed, or omitted, in violation of a public law, either forbidding or commanding it."

When a crime is committed, it not only affects an individual but jeopardizes the safety of the community. The commission of a crime may involve violation of both public and private laws. Murder is an injury to the individual, but society considers principally the loss which the state sustains by being deprived of a member and the dangerous example which may tempt or influence others to commit the same crime. Robbery is an injury to private property, but society punishes it because of the public injury involved. The public benefit of society is secured by preventing or punishing every breach and violation of the laws established for the government and the tranquility of the community.

The laws for the protection of the community are enacted by the legislatures of the various states and by the United States Congress for the punishment of crimes and misdemeanors. Not infrequently a crime may be punished under either a state or a

federal law, and of late years there has been a tendency to increase the jurisdiction of the Federal Government to include many violations previously punished under state laws. When a person is arrested and charged with committing a crime against the Federal Government, he may give bail to guarantee his attendance at the trial, or he may be confined in an institution. If he is confined, the Federal Prison System becomes responsible for his care and treatment.

The system of penal control which is current throughout this country consists of three principal methods: imprisonment, parole, and probation. The two which concern us most in this course are imprisonment and parole.

The Early Use of the Prison as a Means of Control

When we talk of imprisonment we mean confinement to a penal institution of some kind as punishment for committing a crime, as was indicated in the first lesson. The use of the prison as a means of controlling crime and the offender is comparatively recent, although prisons have been in existence for many years. Before the eighteenth century, persons guilty of committing crimes, even of the most trivial kind, were hanged, whipped in public, put in stocks, branded, or publicly degraded in some way so as to mark them as offenders against society. It was believed that this not only punished the offender for his misdeeds but served as a deterrent to others. These methods did not prove successful. Crime kept on increasing. Gradually the futility and inhumanity of such practices gave rise to a strong reform movement in the treatment of criminals.

The earliest record of anything which even approaches a prison mentions it as a place to detain those awaiting trial, political prisoners of various kinds, and persons unable to pay their debts. These early places of confinement (in England called "gaols," from which we get the word jail), were so poorly managed, so filthy and ill-kept, that they were no improvement on the older method of physical punishment. This type of treatment, too, became the focus of considerable criticism and brought on a movement to improve the housing and living conditions in these in-

stitutions. More than a hundred years passed before the efforts of the various reform groups began to show results. Finally, in the early decades of the nineteenth century, imprisonment as a punishment for the great portion of crimes and offenses became the general practice and there arose also some rather definite theories of discipline, treatment, and management. It took several hundred years to develop the idea that the prison could be used to protect society through the scientific treatment of persons committed.

You have already learned that the lead in penal reform was taken by the Quakers in the development of the so-called "Pennsylvania System," which was developed at Philadelphia. On the theory that men crave association with their fellows above all else, it was felt that solitary confinement would constitute a more effective deterrent than physical punishment. Work was provided and was to be done in the individual cells. Each cell was $7\frac{1}{2}$ feet by $11\frac{3}{4}$ feet in area and 12 feet high, and was equipped with toilet and washer. There was no communication between cells. Every prisoner lived, washed, and was fed in his cell. There was no chapel, no school, and no place of labor except the cell. There was communication with certain designated officials, but none with friends, relatives, or other prisoners. No tobacco, wine, or books (except the Bible) were allowed. Punishment ranged from reduction in diet to extremes of the straightjacket, cold bath, and gag. The founders of the Pennsylvania System were of the opinion that solitude was most certain to produce earnest self-examination and a consequent determination to reform. This system was widely imitated in Europe but it was not generally adopted in this country.

Another method of treatment, called the Auburn System, originated in New York about 1875. It differed from the Pennsylvania System principally in that, while prisoners were separated at night, they were employed in congregate work shops during the day. Absolute silence was enforced. The system involved complete separation from the world and even forbade visits by members of the prisoner's family. Violation of the rule of silence meant punishment with a rawhide whip. Sometimes whole groups were flogged in order to be certain that the guilty party was punished, and no exception was made for insane or feeble-minded persons. No exer-

cise or play was provided. Church attendance was optional, but conversation in the Sunday school was forbidden unless it was about the lesson. The warden had no conversation with the prisoners until they were released. This system influenced prison administration for fifty years in twenty-three states.

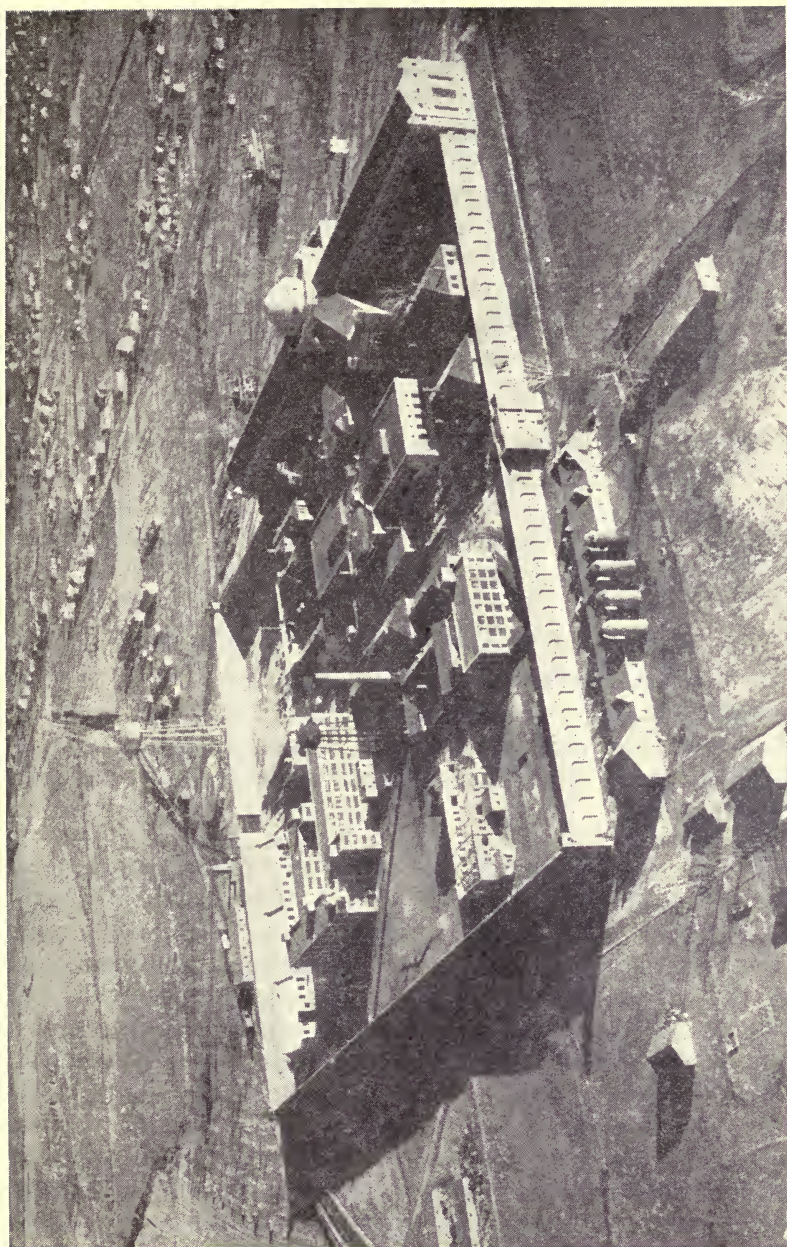
As we learned more about human behavior and the influences back of human conduct, it was observed that such methods did not reform the prisoners. It became evident that the younger prisoner must be kept separate from the older, more hardened criminal; that in order to reform the individual we must know more and more about him, what he has done, and what he is capable of doing; and finally, that the period of imprisonment should be in proportion to the prisoner's progress toward reformation. These ideas were considered quite advanced in 1850, but they finally had an effect. A new type of institution was created and called a reformatory. The first one was built in New York State in 1877 and it put into effect a program which embodied these advanced ideas. It was open only to young offenders and provided quite a broad system of education and work opportunities, recreation, and some degree of individualized treatment.

Reformatories of this kind became the fashion, and after 1880 practically every state in the country built one for its younger offenders.

The new methods of running the reformatories soon affected the methods of managing the penitentiaries, to the extent that now there is less difference between the reformatories and the penitentiaries, except in the age of the men committed to them, the length of sentence to be served, and the extent of the treatment program. An integrated prison system of today, therefore, will comprise penitentiaries, reformatories, prison camps, and hospitals for the insane and physically infirm.

The Idea of Individualized Treatment in Practice

Prisons are now using many branches of science in reforming criminals. Medicine, psychiatry, psychology, education, and vo-



United States Penitentiary, Leavenworth, Kansas, a close custody institution

cational training are each playing their part. Criminals are of different types, ages, and sexes. It is therefore necessary to give each prisoner individualized treatment. This treatment includes assignment to the proper type of prison, to the proper type of quarters within a prison, and special medical, educational, and other services for each prisoner. Under this concept prisoners are classified and segregated by groups. Juvenile delinquents are sent to an industrial school or reformatory. Hardened criminals are sent to a penitentiary. Middle-aged first offenders may be sent to a reformatory, and a prisoner who has served part of his sentence and shown a marked progress toward reformation may be transferred to a prison for more tractable prisoners or to a prison camp.

Treatment is given on the basis of a case study of each prisoner. Educational activities, work assignments, and vocational training are planned for each prisoner, since each is an individual and has a different background and different interests and abilities from those of the other prisoners.

That measure of success which has been achieved in the Federal Prison System has been accomplished largely through the development of a program which gives individual treatment to each prisoner. This program is completed through the cooperation of the various types of services which make up the prison organization.

When a person is charged with violating a federal law, he may be apprehended, indicted, convicted, and sentenced. He is brought to prison by a United States Marshal. Then he is first placed in quarantine, where he receives a meticulous medical examination. Also the psychiatrist studies and inventories his mentality and personality characteristics. The parole employees analyze his family life and future employment prospects. The educational employees test and rate him in regard to educational attainments. The librarian gives him advice about reading matter. The chaplain discusses his religious interests and his spiritual needs. He receives instruction regarding institutional rules and procedures.

All the information about the prisoner which is gathered through a series of interviews is incorporated into a case history which is considered by the members of the classification board, who determine the degree of his custody and plan his institutional program. The prisoner then begins to live and work with the other prisoners. From time to time various officials interview him, check on his progress, and recommend changes in his educational activities and work assignments if they find it necessary.

Individualized treatment is given to the prisoner from the time he enters the institution until he leaves.

A Coordinated Program of Control

A coordinated program for the treatment of a criminal includes probation, institutional confinement, and parole. Imprisonment may not be the best method of handling certain types of offenders, but in many instances it is the best method known. In recent years, therefore, two additional methods of dealing with offenders have been applied extensively throughout the United States. These methods are known as probation and parole.

Probation is used by the courts as a method of disposing of the case without sending the offender to prison. It is particularly applicable to first offenders. Under this method of treatment, the court permits the offender to remain at liberty as long as he lives up to certain conditions prescribed by the court. In other words, after he is sentenced he is released "on probation." The court may, for instance, order a juvenile offender to attend school regularly, come home early at night, abstain from using tobacco and liquor, avoid pool halls, and report to a probation officer each month during the period of sentence. An adult offender may be required to support his family, abstain from using liquor, avoid questionable places, keep out of debt, report to a probation officer each week, and leave his community only with the permission of the probation officer.

When juvenile or adult probationers violate the conditions imposed by the court, they may be confined in an institution to serve the remainder of their sentence.

Probation has proved to be a most effective method of treatment in certain types of cases. Since it is a pre-institutional type of treatment, it will not be included as a part of this course.

Parole, on the other hand, as we have seen, provides for the release of a prisoner prior to the completion of his sentence. It is granted as a recognition of the belief that a prisoner has the ability to adjust to the outside world under supervision. If the parolee violates the conditions under which he is released or paroled, he is returned to the institution to serve the remainder of his sentence. This method was discussed in Lesson 8.

Summary

The prison has gone through several stages of development until today the modern prison makes use of many branches of science in a program of individualized treatment of offenders. A coordinated program for the treatment of the offender includes probation, institutional confinement, and parole.

REVIEW QUESTIONS

Lesson 15

- T F 1. A person who violates a private law of the community must make restitution to the injured person.
- T F 2. The Pennsylvania System was developed by the Quakers.
- T F 3. Before the 18th century, criminals were punished publicly in order to deter others from committing crimes.
- T F 4. Solitude is effective as a means of causing a prisoner to determine to reform.
- T F 5. The Auburn System originated in Europe.
- T F 6. Violations of public laws affect only the individual injured.

- T F 7. The Auburn System made special allowances for insane prisoners.
- T F 8. There has been a recent tendency to permit federal punishment of many violations previously punished under state laws.
- T F 9. Violators of federal laws are forbidden to give bail.
- T F 10. The Pennsylvania System permitted the prisoners to talk to each other.
- T F 11. Most penitentiaries are very similar to reformatories.
- T F 12. Young prisoners should be housed with older prisoners who can help them adjust to prison life.
- T F 13. Under the Pennsylvania System, hunger was used as a method of controlling prisoners.
- T F 14. Probation is frequently an effective method of reforming offenders.
- T F 15. The Pennsylvania System was adopted generally in this country.
- T F 16. Middle-aged first offenders are usually sent to penitentiaries.
- T F 17. Under the Pennsylvania System, prisoners were permitted to read the Bible.
- T F 18. Hardened criminals who show progress toward reform are sometimes transferred from a penitentiary to a reformatory.
- T F 19. Under the Auburn System, prisoners were permitted a weekly period of exercise.
- T F 20. The Pennsylvania System provided prisoners with work in their cells.
- T F 21. The period of imprisonment should be in proportion to the prisoner's progress toward reformation.
- T F 22. Under the Auburn System, violations of rules were punished with a rawhide whip.

- T F 23. The Auburn System permitted prisoners to see members of their families occasionally.
- 24. Imprisonment as a method of punishing criminals became a general practice: (1) in Biblical times. (2) about 1610. (3) in the 18th century. (4) early in the 19th century.
- 25. The result of the feeling that prisoners should receive individualized treatment was the: (1) penitentiary. (2) reformatory. (3) jail. (4) insane asylum.
- 26. Under the Auburn System, prisoners were: (1) punished publicly. (2) kept in solitary confinement. (3) employed in work shops during the day. (4) permitted to talk to each other.
- 27. The theory back of the Pennsylvania System was that: (1) solitary confinement would be a more effective deterrent than physical punishment. (2) working in groups would be a more effective deterrent than solitary confinement. (3) public punishment would deter others from committing crimes. (4) some persons are criminal from birth, cannot be reformed, and must be kept out of "decent" society.
- 28. Probation means: (1) committing an insane prisoner to an insane asylum. (2) permitting the offender to leave the prison before his full sentence is served. (3) permitting the offender to remain at liberty without entering prison. (4) pardoning the prisoner.
- 29. Probation is a particularly good method of handling: (1) intractable criminals who do not adjust well to prison life. (2) middle-aged criminals. (3) insane criminals. (4) first offenders.
- 30. Reformatories have been provided principally for: (1) intractable prisoners. (2) middle-aged pris-

oners with families. (3) feeble-minded prisoners.
(4) young prisoners.

..... 31. The first reformatory was built in New York about:
(1) 1850. (2) 1875. (3) 1900. (4) 1925.

..... 32. The principal rule of the Auburn System was: (1)
absolute silence. (2) compulsory church attend-
ance. (3) solitary confinement. (4) daily whippings.

..... 33. The Auburn System influenced prison administra-
tion: (1) principally in Europe. (2) for 50 years.
(3) for many years after its inception in 1800. (4)
because of its rehabilitative results.

34. Two crimes mentioned in the lesson as being violations of
both public and private laws are:

1.

2.

35. The 3 methods of penal control current in this country
are:

1.

2.

3.

36. The 3 types of prisoners detained in the first prisons
were:

1.

2.

3.

37. List the 4 types of prisons in a modern prison system:

1.

2.

3.

4.

38. The 3 principal differences between a penitentiary and a reformatory are:
1.
 2.
 3.
39. Parole employees are primarily interested in a prisoner's:
1.
 2.

Thought Question

40. Do you think that it is fair to the community for a judge to release a convicted offender on probation without serving any of his sentence? In what ways may the community benefit from this type of treatment?

Lesson 16

DISCIPLINE AND CUSTODY

This lesson defines the terms "discipline" and "custody" and shows how the principles involved are applied to the control of prisoners.

SOME of the greatest difficulties in prison work result from the fact that employees do not understand what constitutes proper discipline. Discipline, fundamentally, is training in the development of individual self-control and restraint. This course, as well as the training given in the armed forces, is discipline. The reading courses, the physical training, and any number of your daily activities are directed toward preparing you to do the things you should do when you should do them. That training is discipline.

The word "discipline" is often used in connection with punishment, but discipline is not necessarily punishment. It is often necessary to impose restrictions upon a recalcitrant prisoner, but if this is done for any other reason than to train him in self-control it ceases to be discipline and becomes mere vengeance. Discipline is training in obedience and self-control, and restrictions and withdrawal of privileges are sometimes a necessary part of this training.

Constructive Discipline

Discipline may be quiet and intelligent or it may be blustering and demonstrative. Constructive discipline is the type of control and treatment that tends to build up, to change, to motivate, and to rehabilitate.

The moment a prison employee begins to single out and annoy or nag a prisoner, the prisoner becomes irritated beyond the point of cooperation and the employee's influence for constructive control over the prisoner is lost. The successful prison employee

must understand each prisoner. A mentally defective prisoner can not be expected to display the same degree of responsibility as a highly intelligent one. It was the failure of the employee to recognize these facts that made for much of the brutality and stupidity which characterized the operation of prisons for many years.

Changing Attitudes

The question of rehabilitating prisoners is primarily a matter of changing their point of view. It makes little difference what temporary restrictions are enforced, what educational training is given, or what trades are taught, if at the end of the period of imprisonment there is no improvement in the attitude of the prisoner toward society. Unless a change in attitude has taken place, he remains the same as when he entered the prison, and no rehabilitation has been done.

The idea of a system of discipline for the purpose of reforming or training the prisoner developed with the very beginnings of organized prison systems. One early system of discipline in American prisons consisted of solitary confinement at all times with little or no work. Solitary confinement, absolutely enforced, was supposed to result in meditation and repentance. No prisoner ever came in contact with another prisoner. Sometimes a prisoner was approached by a chaplain or a prison official, but no other human contacts were permitted. This type of discipline, however, was considered a remarkable advance over the older methods of corporal punishment or confinement in dungeons, and was copied by practically all the European countries even though it was far from constructive.

Another early system divided the prisoners into three groups. The older and more serious criminals were kept in solitary confinement at all times; less serious offenders were kept in their cells three days a week; the least dangerous worked together and lived in groups. At the end of the first year five of eighty prisoners who had lived in complete solitary confinement had died, and several had become insane. At the end of the second year so many of those placed in solitary confinement had died or become insane that the practice of wholesale solitary confinement was abandoned.

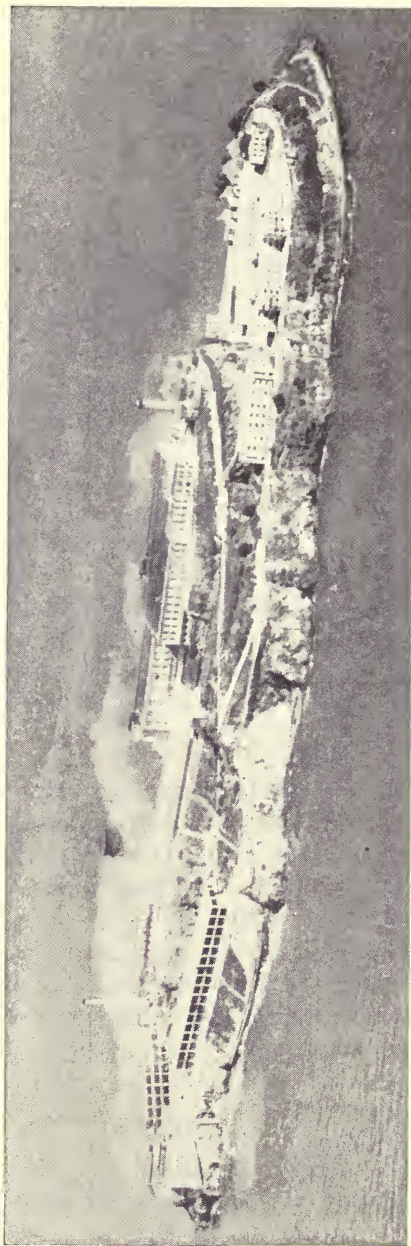
Meanwhile prison officials found it so difficult to maintain order and control that a compromise scheme of discipline was developed. This consisted of separate confinement in cells at night and common meals and congregate work in absolute silence during the day. It further included the lock step, the striped suit and a long list of rules covering every detail of a prisoner's daily life. This system of discipline soon became known as the Auburn System and became the accepted plan in practically all the states.

The Auburn System was applied without deviation to all prisoners alike. Once the prison doors closed behind a prisoner his identity as a person was lost. He was no longer an individual but a numbered mechanism required to fit into an automatic prison routine. There was nothing he could do to improve his condition, and there was no way of knowing whether he had changed his attitude toward life. In order to enforce the lock step and the rule of silence, very cruel methods of punishment were necessary. It soon became evident that the Auburn System was not a method of constructive discipline and that extreme measures of restraint could not develop character or self-control. An increasing knowledge of the principles of human behavior, human nature, and psychology made it evident that a system of prison discipline must gain the good will, cooperation and respect of the prisoner if it was to be constructive.

A new kind of discipline and control developed on the theory that what happens to prisoners while they serve their sentences must prepare them for successful adjustment after their release. This plan of control and discipline is based on a broad educational and vocational training program, on classification, individualized treatment, motivation, and a number of other measures effective in preparing the prisoner for community living. This conception of prison management is now found in some form in penal institutions throughout the land.

The Modern Tendency in Control and Discipline

Solitary confinement has been abandoned except in occasional instances when it is used as punishment for serious infraction of



United States Penitentiary, Alcatraz, California, a maximum custody institution

prison regulations. The rule of silence and the lock step have been done away with in all federal prisons and have been replaced by vocational, social, and academic education, by well-stocked libraries, and by wholesome programs of recreation.

This new type of control is designed to increase normal relationships among the prisoners and to maintain wholesome community and family relationships which will contribute to a successful adjustment after release.

Recreation, music, dramatics, libraries, and schools are privileges and pleasures, and if properly organized become constructive outlets for pent-up energies, locked-in emotions and unsatisfied desires and interests. These activities help to break down the barrier between the social isolation of the prison and normal living. Training for good citizenship can come only by taking part in activities where the individual is a member of a socially approved group, with rules and regulations imposed by the group and accepted by the individual.

The prison administrators are concerned with how these activities may result in a readjustment of the mental outlook of the prisoner so that he is willing and able to readjust to community life without resorting to crime. There seems to be enough evidence based upon past experience to show that sports, educational opportunities, recreation, and other devices of modern, intelligent, and constructive discipline do help a prisoner change his view of life. Instead of leaving prison bitter, resentful, and antagonistic toward society, he is more likely to leave with the feeling that his months or years of incarceration have not been just lost time—he may even have memories of some pleasant hours.

The modern penal program builds the prisoner physically and mentally. Many physical defects are removed. He is given an opportunity to advance educationally and to improve vocationally, and he does not lose contact with his family or friends. In fact, it frequently happens that the economic and social position of his family is improved through the efforts of the social service program. Sometimes family ties are strengthened which have been lax for

many years. All these factors work together to form a proper part of discipline so that when the prisoner is again released to society he is a much safer social risk.

Special Disciplinary Treatment

The Federal Prison System does not have the old-time disciplinary officer, the physical severity, the partiality, the vindictiveness, and the general physical coercion of the old-time disciplinary regime. All this has been replaced by understanding, firmness, constant but impersonal kindness, ceaseless vigilance, unswerving fairness, and numerous techniques which will arouse in the offender a desire to cooperate with society in developing a plan to achieve, in a law-abiding manner, the better things of life. This philosophy is based on a better understanding of the causes of conduct and of disciplinary problems.

The new method works especially well with the "constitutional psychopathic inferiors," who are often unable to learn from experience. This type of prisoner is essentially "untrainable" by ordinary methods. The Federal Prison System is carrying on scientific experimentation with such prisoners. Good results have come from specially adapted treatment units at the Medical Center for Federal Prisoners at Springfield and in the Federal Reformatory at Chillicothe.

In the Chillicothe reformatory, the unit is separate from the other buildings of the institution and contains thirty-five rooms, a dining room, a schoolroom, staff offices, a hydrotherapy unit, a large basement room used for vocational and occupational therapy, and space for in-door recreation. The adjacent athletic field is used for outside athletic activities. Both for therapeutic purposes and for research, the staff consists of a psychiatrist, who is in charge of the unit; a psychologist; a physiotherapist; a physical education director; and three custodial officers. The unit is in two stages, and the rooms in the second stage are numbered so that a prisoner may progress from one stage to another and from the lowest number in each stage to the highest, until he is finally released to the general institutional population.

When the prisoner is admitted to the unit, he is placed in stage one, which is a stage of relative isolation. He remains there four or five days, during which he is instructed in the rules of the unit and given a battery of psychological tests for intelligence, school achievement, personality, interest-attitude, social competence, ethical standards, and aptitude. He is interviewed by the psychiatrist, the psychologist, and the chief custodial officer.

Following his period in stage one, the prisoner is moved to the lowest-numbered room in stage two. He receives an assignment in the least-desired type of maintenance work and begins to take part in group activities. During this period he is observed closely by the various members of the staff, and the opinions of the staff are kept on a therapeutic work-sheet. This work-sheet serves as a guide to the treatment of the prisoner during the remainder of his stay in the special unit, although alterations and revisions in the treatment are made from time to time. The individual evaluations of each prisoner are correlated by a prognosis chart in which each staff member rates the prisoner monthly regarding his general adjustment and prognosis.

Advancement from one stage to another is based primarily on the prisoner's good behavior, cooperation, and participation in the program. Staff meetings are held each week at which the officers discuss the major problems of policy, initial vocational assignments, changes in assignments, and the progress of the prisoners in the unit. A disciplinary board, consisting of the psychiatrist, the custodial officer in charge, and an athletic director, investigate all infractions of rules and determine the punishment the prisoner should receive. The usual length of a prisoner's stay in the unit is from four to eight months, depending on his progress. Prisoners are released from the unit as soon as it is believed that they have achieved the maximum benefit from the therapy available. When prisoners are released to the general population, they are followed closely by the psychiatric staff and given every aid in making a satisfactory institutional adjustment. Additional units of this type are planned throughout the Federal Prison System. The prison in this sense becomes a laboratory, not a place of punishment.

The Disciplinary Board

In each federal prison, infractions of rules are considered by a board of three or more trained persons, usually composed of an associate warden, a psychiatrist, and a social worker. The prisoner is given an opportunity to present his case and discuss freely the reasons for his violations of rules. The board decides on his punishment, which may be revocation of certain privileges, such as recreation, radio, and visits from relatives. In the more serious cases, the prisoner may be confined in isolation temporarily, or may even lose statutory "good time" (earned time off the sentence for good behavior). The disciplinary board does not itself revoke statutory "good time," but recommends that the prisoner be heard by the special "Good Time Forfeiture Board" which restudies and re-hears the case in all its details before recommending that a certain amount of "good time" be forfeited. Stenographic notes of the hearings are taken and these are further reviewed by the Warden. If he concurs in the action of the Forfeiture Board he fixes the penalty to be imposed and submits the entire proceeding to the Director of the Bureau.

This multiple-minded control of institutional discipline is an improvement over the procedure of former years when a single disciplinarian meted out punishment often colored by personality clashes, favoritism, and prejudice.

The Meaning of Custody

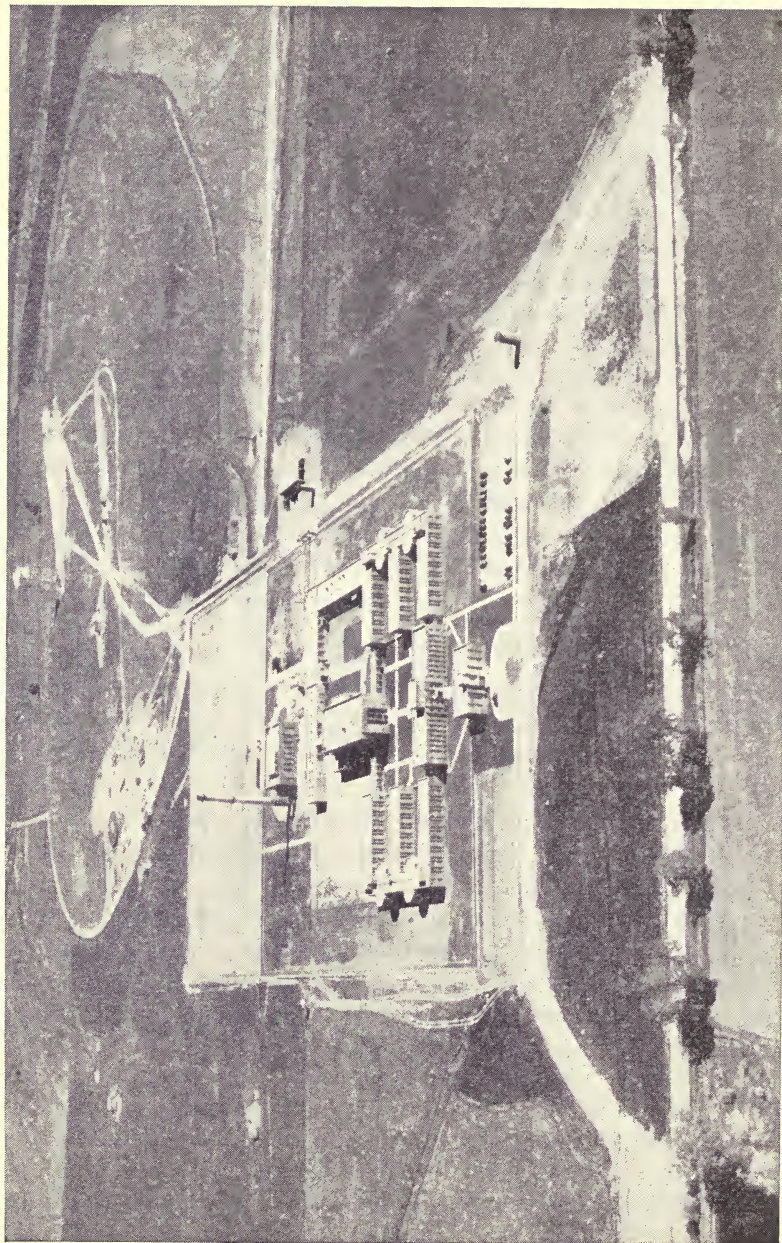
Usually the word "custody" is defined as restraint of liberty, or the state of being guarded or watched over. In reference to prisoners, the word has a much wider meaning. Modern penology looks upon custody as a series of degrees of supervision, necessary for the protection of society and ranging from maximum to minimum, with the degree of custody always in keeping with the needs of the individual. Custody may be defined as the control of a person with such actual or constructive possession as fulfills the purpose of the law which requires it.

This is a very broad definition, and the term "actual or constructive possession" includes the three major methods of treatment

provided by law for the treatment of prisoners, namely, probation, imprisonment and parole. A man convicted of a crime and placed on probation is really in custody, just as a man released on parole after serving part of his sentence in a prison is in custody. In both instances his custody is thought of as supervision, and the degree of supervision provided will vary depending on the need of the case as well as the efficiency of the parole or probation organization. A prison, on the other hand, is a place where a person whose liberty has been curtailed by law is confined to assure the proper administration of justice and the application of penal treatment.

Society demands that an individual who has been convicted of a criminal offense and sentenced to a period of imprisonment be kept in actual custody and security until the sentence has been served or has been changed by some legally constituted authority. The first requisite of a prison, therefore, always has been that it be strong enough to prevent escapes. To meet this demand, prisons of steel and stone, with intricate locking devices and high walls, have made for security of custody, but have at the same time tended to destroy the individual's better sentiments, embitter his feelings toward the society which imprisoned him, and make him more dangerous when released than when committed. This is not to deny that a small percentage of criminals must be kept in such actual secure custody for the protection of society. But the greater number of prisoners must at some time be released, and custody which results in such human destruction is worse than none at all. Leading penologists have insisted that primarily the prison should protect society and act as a deterrent to potential criminals. The modern penal institution should formulate and administer its program of treatment so that the individual prisoner may become a social asset and not continue to be a social liability.

In modern prison systems, therefore, it is an accepted principle that the degree of custodial supervision provided should be adjusted to the type and needs of the individual prisoner. But the degree of custodial supervision should always be enough to insure



Federal Correctional Institution, Englewood, Colorado, a medium custody institution

the safekeeping of the prisoner. It is therefore basic to all other questions of program building.

In the Federal Prison System four levels of custody have been provided: maximum, close, medium, and minimum. These have been defined as follows:

(a) Maximum supervision implies that the prisoner will live in the most secure housing facilities available and be eligible only for activities and assignments which provide constant supervision.

(b) Close supervision implies that the prisoner may be assigned to the ordinary housing facilities of the institution and be eligible for all regular assignments and activities but not work outside the institution proper, nor have assignments which will take him in and out of the institution.

(c) Medium supervision implies that the prisoner may be assigned to live in the least secure housing units and that he is eligible for in-and-out assignments on outside work under guard or to minimum custody positions inside the institution.

(d) Minimum supervision implies that the prisoner is sufficiently trustworthy to be allowed to live in honor camps or their equivalent, and to hold trusty positions outside the limits of the main institution.

Such a program of custodial supervision cannot be carried out unless a careful study of each individual prisoner is made. This requires a classification of prisoners. It also requires diverse and classified institutions designed to treat particular types of cases, as well as classified housing and treatment facilities within each of these institutions.

Classification as it is practiced in the Federal Prison System is decidedly more than mere segregation or grouping of individual prisoners. It is the plan of organizing the administration of a prison so that all its facilities are brought to bear upon a program of treatment, training, and control for each individual prisoner. The

prison plant, the plan of control and custody, must be adapted to the prisoner and not the prisoner to the prison.

The Prison Staff

It is obvious that the problem of custody cannot be met entirely by mechanical devices and buildings. It depends on personnel adequate in number and character, and on a thorough knowledge of the individual prisoner.

It is being recognized more and more today that no matter what treatment and training facilities are available in a penal institution, much of the rehabilitative work depends for its success upon the employees who come into daily contact with the prisoner. The once familiar prison guard has disappeared from the Federal Prison System. Humane, intelligent, and capable leaders, teachers, and counselors have taken his place. In the final analysis, the success or failure of a penal institution's program depends upon the character and caliber of the personnel who are in daily and almost constant contact with the prisoner population.

Summary

The concept of prison discipline determines to a large extent the prison program. Prison management based on a dominantly repressive and regimented type of discipline characterized the administration of the early American prison. Increasing knowledge of the principles of human behavior and human psychology demonstrated that if reformation was to be achieved the system of prison discipline must enlist the good will and the cooperation of the prisoner.

Classification, individualized treatment, education, recreation, and constructive work are essential parts of the entire prison program. In the Federal Prison System four levels of custody have been provided in order to adapt the degree of custodial supervision to the type and needs of the individual prisoner. Fundamentally, the effectiveness of the institutional program depends upon the character and caliber of the personnel who come into daily contact with the prisoner population.

REVIEW QUESTIONS

Lesson 16

- T F 1. A great difficulty in prison administration has been the failure of employees to understand what constitutes proper discipline.
- T F 2. The Auburn System of discipline comprised the lock step, silence during the day, and striped suits.
- T F 3. Sports, education, and recreation are poor forms of constructive discipline.
- T F 4. A federal prisoner who has violated an institutional rule is given an opportunity to present his case and explain the reason for his violation.
- T F 5. The degree of custodial supervision should be adjusted to the type and needs of the individual prisoner.
- T F 6. The success or failure of a prison program depends upon the caliber of the personnel.
- T F 7. Discipline is training in the development of individual self-control, restraint, and obedience.
- T F 8. The Auburn System of discipline is now used in federal prisons.
- T F 9. The modern penal program attempts to build the prisoner physically and mentally.
- T F 10. The disciplinary board revokes statutory "good time."
- T F 11. Under maximum custody the prisoner is kept in solitary confinement.
- T F 12. If a prison is physically secure and adequate the custodial problem takes care of itself.
- T F 13. Discipline is necessarily punishment.

- T F 14. A constructive system of discipline must be based on understanding the underlying causes of conduct disorders.
- T F 15. To carry out an adequate program of custodial supervision there must be a classification of institutions as well as a classification of individuals.
- T F 16. To be effective, discipline should be blustering and demonstrative.
- T F 17. In federal prisons a single disciplinarian metes out punishment.
- T F 18. Under close custody the prisoner is housed in the most secure housing facilities of the institution.
- T F 19. Discipline plays an important part in a program of rehabilitation.
- T F 20. Some federal prisons still enforce the rule of silence and lock step.
- T F 21. In federal prisons the associate warden decides on the punishment a prisoner shall receive for infraction of rules.
- T F 22. There are four stages of custody used in federal prisons.
- T F 23. The rehabilitation of a prisoner is primarily a matter of changing his point of view.
- T F 24. Prisoners who are suitable for medium custody are considered sufficiently trustworthy to live in honor camps.
- T F 25. The psychiatrist and psychologist have a large part in discipline in the modern prison.
- T F 26. If a prisoner has been given trade training and education, he has been rehabilitated.
- T F 27. Constitutional psychopathic inferiors are easily trained.
- T F 28. There were systems of discipline in the early prisons.

- T F 29. Constructive discipline is interested in preparing the prisoner for community living.
- T F 30. Solitary confinement is a constructive method of discipline.
- T F 31. The Auburn System of discipline was applied to all prisoners alike, whether they were mentally defective or of superior intelligence.
- T F 32. Extreme measures of restraint usually develop character and self-control.
- T F 33. Constructive discipline gains the will and respect of prisoners.
- T F 34. Early prison administrators made studies to determine change of attitude in the prisoner.
35. List the persons and boards who must consider a violation before statutory good time can be revoked:
- (1)
- (2)
- (3)
- (4)
36. The Disciplinary Board is usually composed of the:
- (1)
- (2)
- (3)

Thought Questions

37. Are the disciplinary techniques now used in federal prisons as progressive and scientifically administered as other phases of the rehabilitative program?
38. List several possible violations of prison rules and suggest disciplinary measures that might have a constructive result if applied to individual offenders.

Lesson 17

THE DEVELOPMENT OF PRISON METHODS

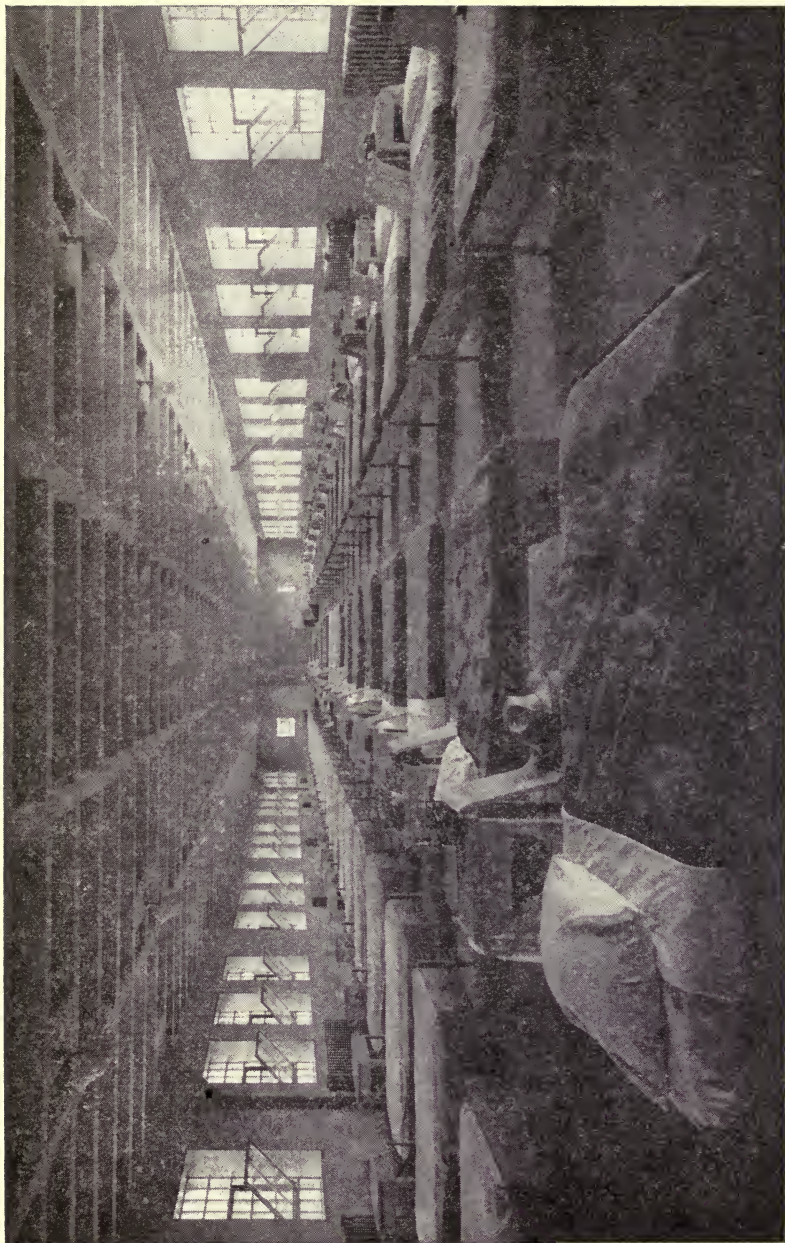
This lesson discusses features of prison administration which are directly concerned with the daily lives of the prisoners and with the welfare of the prison as a whole.

THE casual visitor in a progressively-operated and modern prison will be impressed by the kitchen and dining hall, the cell-block and dormitories, the hospital, the school, and the shops. But he will have little conception of the administrative care and planning involved in the smooth operation of a large prison.

In every prison, whether a large penitentiary like Atlanta or Leavenworth with as many as three thousand prisoners, or a prison camp with only a few hundred, the same fundamental problems must be faced: prisoners must be housed, clothed, and adequately fed. These may appear to be obvious needs for any group of human beings, but, as far as prisons are concerned, they have not always been obvious or even considered necessary.

In the early years of prison work in the United States, the prison was a place solely for punishment. The process of reformation was looked upon primarily as a process of spiritual conversion. Those charged with the administration of the prisons wanted to make living conditions just bearable. It was the general living conditions of the prisoners which made the prison a place of punishment.

With the introduction, in about 1850, of the reformatory type of prison for younger offenders, emphasis was shifted from conversion to education and industrial training. The trade shop, the academic school, and the military drill hall became parts of a planned institution. For the first time, complete and accurate



Typical Dormitory

records were kept of the daily activities and conduct of each prisoner. And for the first time an attempt was made to raise the standard of living—of food, clothing, and freedom of activity—to approximate the general standard in the free community. Many years passed before this concept of prison administration moved from the reformatories to the penitentiaries; but today the methods developed in the reformatories affect nearly every prison in this country.

Standards of Living in a Prison

One of the earliest state laws on the treatment of prisoners provided that the prisoner should be given "food and clothing of the coarsest kind." This provision was frequently interpreted as permitting cruel and inhuman treatment. Today it is generally accepted that in the administration of a prison careful attention must be paid to ordinary human comforts.

Efficient administration in an early American prison was measured almost exclusively in terms of the financial returns of prison labor. The modern concept of efficient prison administration is entirely different. We do not underestimate the value of the returns of prison labor, but the emphasis is different. The real measure of institutional efficiency is not profit and loss, but the effective relation of each activity to every other activity. When the warden and his staff know what is going on at all times and work by a clear program of rehabilitation; when those parts of the daily routine which affect the essentials of life are studied carefully and the operational methods are administered economically; then a high level of administrative efficiency has been attained.

Housing

Most laymen have ideas about prison life that are pretty far from the truth. Lurid moving pictures, melodramatic fiction, and even the cartoons which appear in popular periodicals aid in the growth of these misconceptions. The average man's idea of a prison cell is of a dank, dismal, stone cubicle, lighted by a

small steel-fretted window and entered through a barred door. An uncomfortable pallet, a stool, and a water jug are the only furniture.

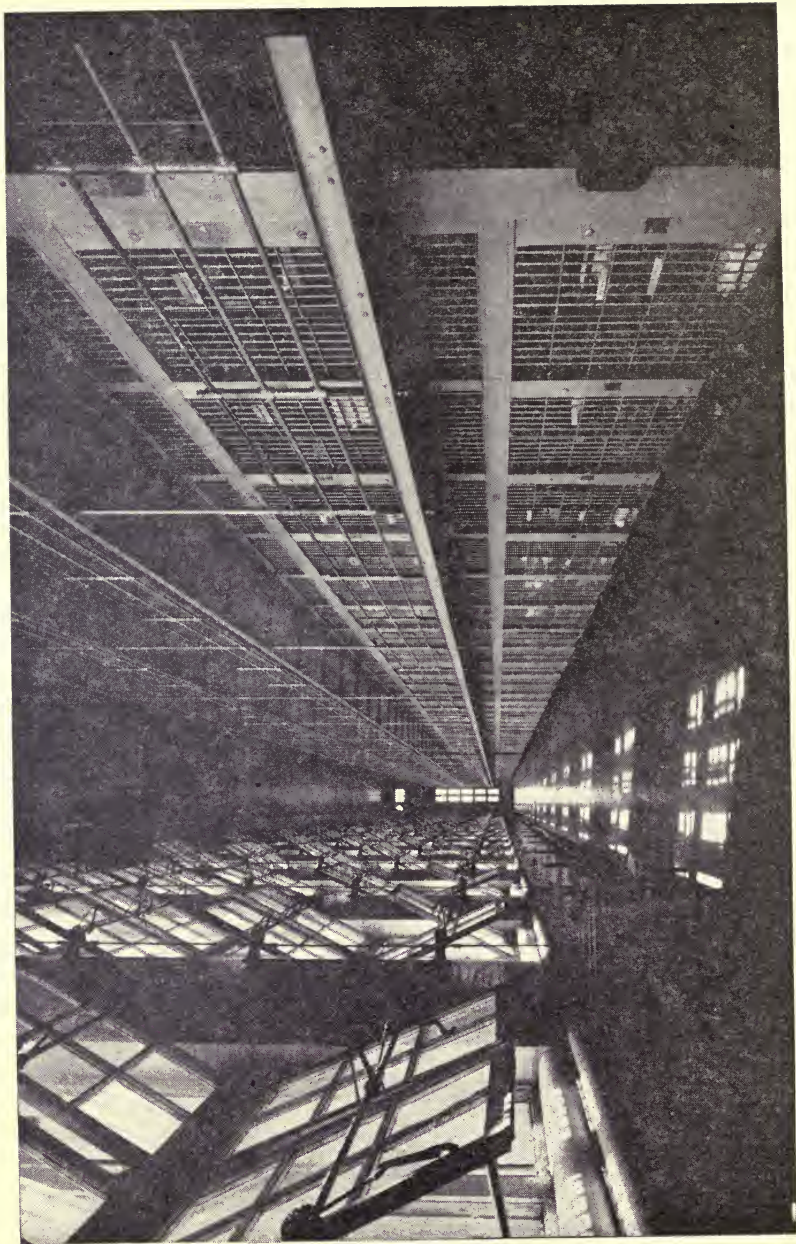
There are still, in some parts of the country, old-fashioned and harshly uncomfortable quarters for prisoners. Most of the state prisons, however, have now provided housing which conforms to the most advanced trends of modern penology. New York, Massachusetts, California, and New Jersey are especially noteworthy in this respect. The Federal Government, despite its heavy heritage of old-style prisons, has provided a standard of housing for its prisoners that is adequate for a program of modern penology.

Federal prisons are not limited to a single type of housing. Since a prisoner's classification determines the way he is to be housed in a federal prison, there are almost as many types of living quarters as there are general types of prisoners. This means that there must be housing for average prisoners, for vicious troublemakers, for those who are well-adjusted, for older men, for impressionable younger men, for invalids, for degenerates, and for those who respond most satisfactorily to the communal existence of dormitories.

The most common type of quarters is the inside cell block. In this type of accommodation, all the cells are usually built into a large, single unit. There are usually between three and five tiers of cells, the doors of which open onto galleries reached by staircases at one or both ends of the cell block.

Such cell blocks, ordinarily considered obsolete for general use, may provide accommodation for as many as a thousand men. In the federal prisons, such structures contain one-man, two-man, eight-man, and ten-man cells. These cells are usually locked or unlocked at control boxes located at the end of each tier.

In the more modern prisons, the cells are built into the outer wall of the building. This arrangement permits more light and air to reach the occupants and is considered more desirable.



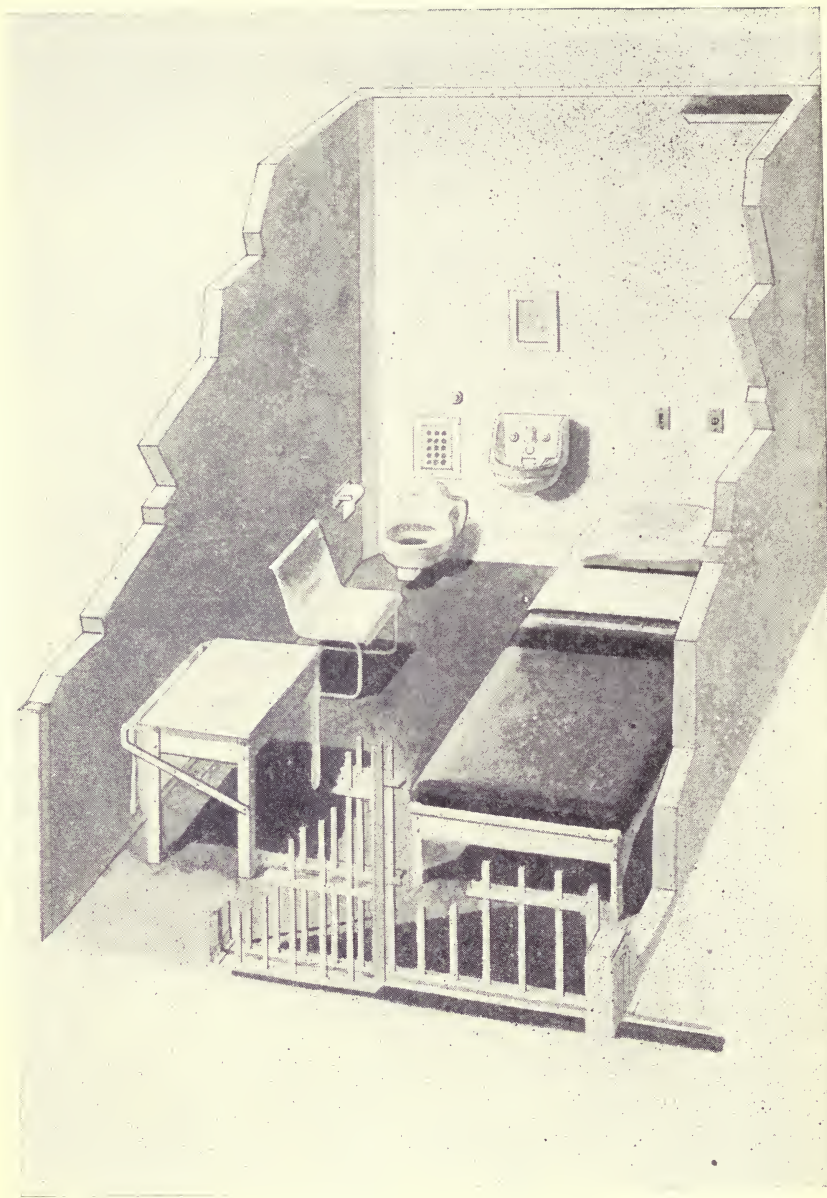
Inside Cell Block

The dormitory, however, because of its lower cost, has come to be looked upon as practical. It offers greater opportunities for supervision and the most advantageous use of the least space. It is a kind of housing generally considered to have many good influences. There are dormitories in all the federal prisons except Alcatraz, and all prisoners in the federal prison camps are quartered in dormitories.

For prisoners whose conduct and attitude have earned the trust of the authorities, there are "honor rooms." These are single rooms, similar to ordinary hospital rooms, whose doors are unlocked and whose windows are unbarred. At the other extreme, at Alcatraz Island there are only maximum-security cells, large, commodious, but strongly barred. These are designed for men whose temperament, record, or length of sentence makes necessary this type of housing.

The federal prison cell is well equipped and adequately furnished. There are usually spring beds (double-deckers in some cells where facilities are crowded), study tables, and chairs. Each prisoner has his own locker for his clothing and personal effects. There is running water and a water closet in each cell. The cells are well lighted. Radios are available, usually wired directly into the cells. During certain hours prisoners may plug their headphones into the outlets tuned to either of the two major network programs.

Obviously good management requires that vermin be ruthlessly eradicated from all housing units. Measures are constantly taken to keep lice and bedbugs from breeding. Cockroaches, mice, and rats do not come in because of rules which prohibit taking food from the dining hall to cells and which limit the nature and quantity of commissary items which may be kept in the prisoners' lockers. The living quarters are kept immaculate, beds are made in military style, excess clothing is stowed out of sight, and all other possessions are arranged in an orderly manner. Also, of course, the prisoner cannot be permitted to bring into the institution any clothing which may carry vermin.



Interior of Cell

Every effort is made to keep living quarters neat and tidy, and every measure is taken to increase the livability of all housing units.

Clothing

Immediately after his admission to a federal prison, the clothing and personal belongings of a prisoner are taken from him. The customary procedure is to send his belongings home if he so desires and if he is willing to pay the expense of shipment; otherwise, his clothing is confiscated or held for his release date if that is not too far distant. Three general types of clothing are issued to a federal prisoner: (1) clothing worn generally in the prison, (2) special clothing needed for special work assignments, and (3) civilian clothing given the prisoner at the time of his release.

Providing and issuing clothing to prisoners was accepted quite early as a duty in all penal institutions throughout the country. Although there has been considerable improvement in the amount and quality of clothing provided, the biggest change has been in the appearance of the clothing. The earliest kind was a conspicuous uniform, usually striped, which was intended to distinguish the prisoner if he escaped. A little later, uniforms were used to designate privilege status; prisoners with unrestricted privileges, for instance, wore a blue uniform; those whose privileges were restricted wore a gray uniform; those in punishment status wore striped suits.

The movement away from striped and parti-colored uniforms began quite early, but they were first abolished in Massachusetts in 1865. The more conspicuous the uniform, the more demoralizing seemed to be the effect on the prisoner. The tendency to eliminate conspicuous uniforms became quite general in the early 1900's. Gray or blue woolen suiting for winter and denim shirts and trousers for summer became the usual prison garb.

The majority of prisoners receive one complete change of clothing per week. Others, depending on the nature of their work assignment, are given two or three complete changes a

week. Each prisoner receives frequent changes of socks. Many prisoners must have heavy outer clothing, waterproof coats, boots, and work uniforms. Prisoners in the hospital and dairy must have white clothing. Those in the culinary service must have white aprons and caps. As a rule, clean underclothing is issued each time the prisoner takes a bath, and bathing is required at stated intervals during the week. The regular issue of prison clothing consists of ten articles—shirt, trousers, two pieces of underwear, belt, shoes, three pairs of socks, cap, leather coat, raincoat, and gloves. One piece coveralls are issued each new prisoner until regular clothes can be provided.

Feeding

In 1850, only three prisons in the country were equipped with dining halls. A survey in 1900 revealed that not more than twelve major prisons were using dining halls and most of these served the evening meal in the cells. Most of the state prisons at that late date were, of course, equipped with dining halls, but for various reasons had discontinued their use. One reason for this was that the almost phenomenally rapid growth of the prison population created an ever present demand for more space. Furthermore, outbreaks and disturbances that occurred took place in the dining hall, and it was not difficult to eliminate the use of the dining hall and group feeding. For many years the vacated dining halls were used as living quarters or work shops.

The food generally was handed out to the prisoners on their way to the cells in the evening or distributed by "hall men" or "tier-runners." But because of the economy of group feeding and because of the increase in the number of prisoners, prison executives reverted to the use of dining halls. With characteristic caution, however, silence in the dining hall was generally enforced, and all prisoners were faced in the same direction and seated at tables twelve or eighteen inches wide. It was thought that this arrangement permitted better supervision. Present-day administration of prison dining halls no longer insists on either practice.

Dining hall equipment and the method of serving meals have always presented problems. Efficient methods for serving meals hot, for avoiding waste, and for reducing the amount of labor involved in collecting and cleaning dishes are problems which have been solved only within the past few years.

The cafeteria plan is now universal in the Federal Prison System. The cafeteria system solves the problems of economical and efficient food distribution. The prisoners select from the steam tables the food they desire; however, they are required to eat whatever food they take. In this way, waste is reduced to a minimum and a better quality of food can be provided at reduced cost.

We have already mentioned the early state laws that food served to prisoners should be of the coarsest kind but sufficient. This was undoubtedly intended as part of the punishment which was to lead to penitence. In the early years of prison administration, such laws were strictly and literally interpreted. For instance a prison menu of 1801 provided for breakfast a hot drink made of rye grain, prepared like coffee and sweetened with molasses, and bread made of rye grain and Indian corn meal; for dinner, there was soup made from oxhead and offals, with potatoes and bread; supper consisted of mush and molasses. Potatoes and soup were the basic foods, and there was practically no variation from day to day.

A study of prison diets, however, shows steady improvement. Food must be adequately and carefully prepared in keeping with standards of economy, and there must be a sufficient variety to maintain appetite and to provide all essential food elements.

With these principles in mind the Bureau of Prisons, with the cooperation of the Department of Agriculture, has developed and is now using what is probably one of the first scientifically determined methods for rationing prison food. This plan provides diets which are both economical and nutritious, irrespective of the prisoner's type of work.

The "standard ration" is based on an analysis of foods and the amount in pounds of each food type, and the total food and energy value which should be provided a man each day.

The difference between the typical menu of 1801 and the bill of fare in the federal prisons today represents more than just a growth of the science of dietetics and the use of this scientific knowledge. It reflects fundamental changes in the philosophy of the prison as a social institution.

The Prisoner's Point of View

In this discussion of the old and the new in prison methods, it is interesting and worthwhile to inject the reaction of the prisoner himself. The following, written by a prisoner of a federal institution, received honorable mention in an essay contest conducted in 1942. It was entitled "My First Day in Prison" and describes with considerable insight the feeling of a man at the time of his commitment.

The first day in prison is both a shock and a revelation—particularly to the man, say, of middle age who comes from the business and professional world and who enters the disciplined life under detention for the first time. A brief sojourn in a county or city jail following his sentence has not entirely prepared him for the legendary "Big House." In his preliminary incarceration he has first experienced the sting of bitter defeat and humiliation. He has been compelled to abruptly sacrifice his pride and self-respect in being herded into cells with all manner and condition of men. He has rubbed elbows, eaten, slept with men convicted for the most despicable of crimes, that, though he has become a convict, shock him and he cannot understand.

Old timers in crime, two and three time "losers" who have been inmates of penitentiaries in all parts of the country, tell him most weird and fantastic tales of Atlanta, Leavenworth, Lewisburg, Milan. * * *

Fear took hold of him. He was no longer sure of himself. In the city and county jails where he had briefly stayed the officers in charge of the prisoners had been none too gentle in speech or in manner. Scant courtesy had been shown him. His

pride had been wounded to the quick; now prison, the final step in his shame. That first day would stand for all time sharply etched in his memory.

Fearful, suspicious, he entered prison. Yet it did not seem, at first glance, a prison. Lovely gardens hedged it in, flowers of varied hues splashed close cropped lawns. The sight of them soothed him yet gave him a certain irony. No surly tones, gruff manners greeted him. He was surprised. He had expected them. The atmosphere, he mused, was at least more refined than that of the city and county jail from which he had come. Here his arrival seemed to be taken as a matter of course, in the routine of the day. Briefly he was registered and changed clothes and assigned his place in Quarantine.

He marched to supper—the old timers told him federal prison fare was good—and covertly watched the hundreds of men around him who were prisoners like himself and with whom he was to spend his “time.”

They looked much like other men on the “outside.” On the whole they appeared as content as men could be under the circumstances. Yet as he studied them, watched them, he saw that many were different. * * * .

He was a number and no longer a name. The guards were considerate, almost at times kind, but the discipline, most necessary no doubt for the handling of men of this kind and in this number, could not but humiliate him and at times cut deep into his pride. He began to develop, despite himself, a subconscious inferiority complex. It was when he talked to free men. Outside he had been the equal of any man. Now he was conscious of the difference under law and in society that existed between himself and the men who were free. Once he was sent back to his table to finish a scrap of food. He was more hurt than angry. Other prisoners did not seem to care. They had become men without pride, without a certain self-respect which most men had on the “outside.” Then it slowly dawned on him that a year or so in prison to a man of his position in life was what four or five meant to some other men. To men like himself prison was torture, mental torture. To some others just another day, just another year “off the Street.”

All men, then, he reasoned, were not alike. They might have been equal under the law, but in prison their punish-

ment was not equal. Some, maybe the comparatively few, suffered more than others; their punishment, in the main, was in reality the greater. To be moved like a chess man on a board, to be held in to minor discipline like a child even in the matter of community good, to be told what to do and not to do and to restrain initiative, irked and humiliated his kind where it did not seem to do anything more than annoy others. Pride—that was it; pride to which men outside in comfortable circumstances and of some social standing were heir, was the thing that, now injured, punished him. There was a deeper hurt constantly with him, separation from his wife and his children, the constant thought that those children were growing, thrown in contact with the world, that he, of all people, was unable, under ban of the law, to be with them, to protect them, to guard them.

Prison was a penance that burned his mind and not his body, that made every year like ten, prison was a place that he would never be able to forget, that would always leave a memory if not a stain.

Summary

Our knowledge of human behavior has increased during a long stretch of years, and we know today that prisoners should not be punished with unsanitary or inadequate housing, conspicuous and degrading clothes, and coarse and insufficient food. Careful attention to ordinary human comforts is generally accepted as good administrative policy.

Any large group of prisoners becomes keenly interested in physical comforts and food. If prison standards are low, prisoners may develop a hypercritical and antagonistic attitude toward society in general. They may even be more embittered and resentful when they are released than when they were committed to prison. The prisoner does not carry his sense of guilt into his daily activities in the prison, nor does he recall at every meal his debt to the community and therefore content himself with less food. Even if he ever had such a sense of guilt or obligation, it must wear off sooner or later, and the prison employee is then faced with an individual whose interests and energies are concentrated on the treatment he gets.

REVIEW QUESTIONS

Lesson 17

- T F 1. A single type of housing predominates in the federal prisons.
- T F 2. The meals of federal prisoners are served cafeteria style.
- T F 3. Federal prisoners must eat the food they take.
- T F 4. Most of the state prisons provide comfortable housing for their prisoners.
- T F 5. The color of the uniforms worn by federal prisoners indicates their privilege status.
- T F 6. The inside cell block is considered an obsolete type of housing for prisoners.
- T F 7. Federal prisoners all face in the same direction while they eat.
- T F 8. The federal system of housing prisoners is old-fashioned and inadequate.
- T F 9. Outside cell blocks are more modern than inside cell blocks.
- T F 10. Some federal prisoners have private rooms with unlocked doors and unbarred windows.
- T F 11. All prisoners in the federal prison camps are housed in dormitories.
- T F 12. Many of the federal prison cells contain vermin.
- T F 13. Federal prisoners are now permitted to talk while they eat.
- T F 14. There are dormitories in all the federal prisons except Alcatraz.
- T F 15. The cafeteria system solves the problem of economic and efficient food distribution.

- T F 16. The reformatory type of prison places primary emphasis on reformation through religious conversion.
- T F 17. Federal prisoners wear striped uniforms.
- T F 18. The proper physical care of prisoners has always been considered necessary in this country.
- 19. The first attempt to raise the standard of living conditions in prisons was made in the (1) penitentiaries; (2) reformatories; (3) federal houses of correction; (4) workhouses.
- 20. In the early years of prison work in this country, prison administrators tried to make the living conditions in prisons: (1) unbearable; (2) just bearable; (3) normal; (4) luxurious.
- 21. For many years prisoners were not fed in the prison dining room because: (1) most of the riots occurred there; (2) it took too much time; (3) it cost too much; (4) it was too hard to keep the food hot.
- 22. Striped uniforms for prisoners were first abolished in a state prison in: (1) 1850; (2) 1865; (3) 1885; (4) 1905.
- 23. The reformatory type of prison for younger offenders was introduced in about (1) 1850; (2) 1885; (3) 1905; (4) 1930.
- 24. The factor that compelled prison administrators to feed the prisoners in the dining room was the: (1) demands on the part of the prisoners; (2) requests from penologists; (3) increase in the number of prisoners; (4) pressure of public opinion.
- 25. In establishing the type of housing within a prison, the main factor considered is: (1) the educational level of the prisoners; (2) administrative convenience; (3) the preference of the prisoners; (4) the classification of the prisoners.

- 26. An adequate standard of living in the prison is essential to: (1) obtain Congressional appropriations; (2) obtain popular approval; (3) the rehabilitation of the prisoner; (4) the economic administration of the prison.
- 27. The most advanced type of penal housing is the: (1) inside cell block; (2) outside cell block; (3) private cell; (4) dormitory.
28. The three types of clothing issued to federal prisoners are:
1.
 2.
 3.
29. Check the 4 states mentioned in the lesson as providing the best types of modern prison housing for their prisoners:
- | | |
|------------------|---------------------|
| New York | Indiana |
| New Jersey | Illinois |
| Arizona | California |
| Virginia | Massachusetts |

Thought Questions

30. Do you approve of permitting prisoners to listen to good radio programs through headphones in their cells? Why?
31. Why is a striped uniform not effective in preventing the escape of prisoners?
32. In what way do you think prison housing could be changed to provide a more effective combination of custody and rehabilitation?

Lesson 18

THE IMPORTANCE OF PUBLIC RELATIONS

This lesson shows the importance to the prison of developing and maintaining proper public relations.

FOR years business and industry have known that quality and low price are not always enough to sell their goods. They have known that the good will of the public is equally necessary. Therefore, such organizations have extensive public relations units, to create and maintain a demand for their goods or services. Because it pays, department stores, for instance, spend large sums to teach their sales people voice training, politeness, and how to say "Thank you."

But it is only in recent years that governmental agencies too have begun to realize that efficiency and good service are not enough. The public must also know what it is getting for its money. In addition to his regular job, the Government employee must prevent prejudice and misunderstanding and must emphasize the efficiency of the organization to which he belongs. A prison employee must keep in mind always that he is a public officer, that he is being paid from a fund provided by the public, and that he is discharging duties in which the public is interested. What the employee may do or say influences the opinion of that portion of the public which he meets.

Public Opinion

It is not our purpose here to define public opinion. We should point out, however, that public opinion, no matter how it is defined, is of great importance in governmental work. Much that passes as public opinion today is merely the publicly expressed opinion of an individual or of a small group. True public opinion goes much further than that. Every employee must keep in mind that his conversation, behavior, tone of voice, and general attitude toward

individuals or groups help to form public opinion about prison work. The objectives and goals of progressive prison work can be achieved only with the moral and financial support of the public. It is the responsibility of every employee not only to interpret the work of the prisons to the public, but also to create a public opinion favorable to the whole prison program.

Understanding Human Behavior

In order to handle people successfully, it is necessary to understand them. He who would handle people must not arouse hostility. He must appeal to the interests of the person he has to deal with, and he must cultivate helpful attitudes in all groups of persons, especially those he must work with. Cooperation is not a one-sided affair; it does not mean merely giving directions. It means working together for a common end.

An officer must consciously and purposefully develop two qualities if he is to handle people successfully. The first of these is "personal address." This is essentially a matter of dignity, force, self-control and, above all, consideration in dealing with others. Second, the employee must develop an "objective attitude." He cannot afford to be thin-skinned. He must avoid emotional situations and argumentation. The employee who allows his feelings or opinions to influence his attitude toward other people, whether they are prisoners or not, has lost his chance of influencing them constructively. More likely, he has aroused antagonism and set up an obstacle to future cooperation.

Courtesy

Courtesy throughout the prison is one of the most important bulwarks in the building of good will. And courtesy should be more than a lackadaisical gesture. Fundamentally, it is decency, respectability, self-respect, and thoughtfulness for others. Large commercial and industrial concerns for many years have conducted regular campaigns against tactlessness and incivility in their employees. In these businesses, and in the prison system, the churl, the wise-cracker, and the boor have no place, no matter what their ability or training.

To have a real effect, courtesy in prison employees must never lapse. It is an all-for-one and one-for-all system, and every employee must adhere to it in his personal contacts, attitudes, and manners. Only thus can he help build a service to be proud of.

Attitude toward Fellow Employees

If a prison is to function properly, a good attitude among the employees is of prime importance. In fact, when personnel morale is low, prisoner morale soon begins to disintegrate. The standards of morale throughout the prison depend on a harmonious and cordial relationship among employees. Thoughtlessness, pettiness, vulgarity, and obscene language lower standards and help break down the morale of a prison.

Vicious practices are likely to occur in prisons where staff morale is low. Prisoners are quick to discover conflicts among their supervisors and quick to take advantage of them. Sometimes one officer will try to get information about another officer from a prisoner. The consequences of such behavior, should a prisoner desire to cause trouble, are obvious. Sometimes, also, a prisoner may approach an employee with information about other employees. Such advances should be immediately and emphatically discouraged. Another dangerous practice is for several employees to discuss another employee, a superior official, or institutional regulations in the presence of prisoners. Such conversation not only causes friction and hard feeling but creates in the minds of the prisoners contempt for the employees, thus destroying their value as constructive superiors. Employees, of course, may have their personal opinions, but they should be careful how and where they express them. Also they should look to improvement of the problem with which they deal. Mere "crabbing" helps no one and builds resentment among fellow employees and others. Before a man can influence a maladjusted prisoner he must be well adjusted himself.

Friendliness and teamwork bring mutual understanding, optimism, and good feeling that soon extend to the prisoners and to the entire community.

Attitudes toward Visitors

Most visitors to prisons are friends and relatives of prisoners or representatives of citizens' organizations. Those who come to visit prisoners do not come on a cheerful jaunt. To friends and relatives, the atmosphere of most prisons is cheerless and depressing. Indifference, curtness, or sharp, harsh intonation do not comfort a mother or a wife. The employee who meets a prisoner's family can do a great deal of damage to the development of proper public relations if he is flippant, uninterested, slangy or rude. Remember, as Shakespeare says, "He jests at scars who never felt a wound." A sincere but impartial interest helps create good will in the prisoner toward the institution and in his family toward the community. An employee does not have to be servile in order to be civil to the prisoner or his friends. It is just as easy to say "yes" and "no" in answer to a question as to drawl out "yeah," "naw," "Sez you," or some equally discourteous response. Don't be a "smart Alec" or a wisecracker and don't use prison slang. You don't have to descend to the level of the prisoner, talk out of the corner of your mouth, or get tough to impress people.

The second group of visitors, students and representatives of citizens' organizations, desire to observe penal methods. In conducting such visitors through the prison, an employee should avoid extremes. He should not criticize either directly or by implication officials, judges, policies, or practices of his own or of other prisons. His chief duty in conducting visitors through the institution is to answer as well and explicitly as he can all inquiries about general institutional policies and procedures. He is not a critic. No organization can withstand critical attacks from within, whether they are made to fellow officers, to visitors or, even worse, in the presence of prisoners. Each employee is entitled to his own opinion, but as a member of an organization and as a representative of a governmental bureau, he represents that organization's policies.

The other extreme that employees should avoid is too high praise of the institution's work. It is fitting for the employee to show a proper pride, but inordinate praise is likely to leave a dubious if not an unfavorable impression. Do not, as Shakespeare says,

“protest too much.” The best attitude to adopt is direct and straightforward response to all inquiries. If you are interested in your job, as you ought to be, you can be enthusiastic, dynamic and helpful. You don’t have to be a college graduate or have taken a course in a “charm school” to make people see you know your job and like it.

Giving Information

There are two main types of inquirers: those who ask for information because they are personally affected by the Bureau’s policies, and those who are interested, though not personally concerned. Those who are not personally affected may have only a morbid curiosity regarding prisons and prisoners; nevertheless, good public relations depend on a hospitable attitude toward all inquirers and a willingness to spend time with them. Those who have a personal interest feel they are getting a square deal; those who are merely curious have not been shunted off discourteously. The citizen who has been taught that governmental departments should serve the public, and then can’t find out what he wants to know, is bound to nurse a grudge.

The public is entitled to know how a prison is administered, and the news agencies are free to call upon the warden and other Bureau officials for such information as they can properly supply. It is one thing to give the facts about the general treatment accorded prisoners in a federal institution; it is another thing to single out a prisoner and pillory him by keeping him before the eyes of the public while he is in prison. The public is entitled to know, for instance, that prisoners are afforded no special privileges but each is given the same treatment. It is also entitled to know the type of program carried on for all prisoners. But when a notorious trial is over and the person is in prison, all publicity about him as an individual should cease. The prisoner is incarcerated for the protection of the public, and the public should be concerned only with what affects its security and protection. It is entitled to know how the Federal Prison System operates, whether its administrative officers are honorable and fair in their dealings, and whether the prisoners are properly treated.

The prison employee should be guided by the following principles in giving information and discussing institutional affairs. First, no specific information as to where a particular prisoner works, how he is behaving or what anyone in the institution thinks of him should be given to anyone outside the prison. Second, institutional business or happenings should not be discussed outside the prison, and trivial gossip should be carefully avoided. Third, the prison policies, program, and methods of rehabilitation should be explained in an intelligent manner when the occasion arises. Be careful, however, that you yourself understand the reasons for the policies adopted before trying to discourse on them, and above all don't quote any of the officials. Let them speak for themselves.

Often an employee is approached by an outsider for information about a prisoner or about the prison. He can always meet this demand satisfactorily by saying that the information is not available, or that it is confidential and is in the possession of the Bureau officials.

Conduct outside the Institution

The employee's relation to the public and his loyalty to the prison are not limited to his working hours. He represents the Federal Government in all his relationships, and the prison is judged by all his actions. The employee must meet all obligations promptly. His conduct in the community should be above criticism. Excessive drinking, frequenting disreputable saloons or gambling houses, associating with dissolute or questionable characters, reckless driving, gambling, and habitually "playing the races," all constitute behavior unbecoming a public employee.

The employee also meets the public while he is on official duty away from the prison, for example while driving an official prison car into the neighboring community for supplies or mail. An official tag on a car does not give the driver special rights on the highway or on city streets. In fact, it demands special attention to traffic rules and road courtesies. The employee who drives an official car must give no cause for annoyance to other drivers.

Or again, an employee may be transporting a prisoner to another prison. The relationships involved here are delicate and can scarcely

be reduced to a formula. The only thing that can be done is to point out certain situations which must be avoided. Transporting a prisoner by train or bus is certain to arouse curiosity. This interest may be made greater or less, depending on how the officer in charge handles the situation. He should do nothing that will draw attention to the fact that the man with him is a prisoner. Such a practice makes for better custody, particularly since it is the duty of the officer to prevent the prisoner from communicating with the press or with other persons. When declining to permit the prisoner to be interviewed or photographed, the officer can be courteous but firm.

In general, prisoners should be transported as easily and simply as possible. It is not good practice to permit them to sing or play musical instruments; nor should the employee play cards with them or otherwise entertain them. He would not be permitted to establish such a relationship within the prison, and any familiarity that might be interpreted as fraternizing should be avoided outside the prison as well as in it. At the same time, the officer must be sympathetic and protective, and should be considerate of the prisoner's personal comfort. The entire situation is in the hands of the employee and depends on his intelligence, tact, and good judgment.

Summary

Public relations are increasingly important in the in-service training programs of all governmental agencies. If the prisons are to expect public cooperation, respect, understanding, and sympathy, they must, as a part of government, create and maintain public good will toward the work they are doing. Every man in the prison system must do his share.

REVIEW QUESTIONS

Lesson 18

- T F 1. Good will is as important as quality in creating a demand for a product.

- T F 2. Moral support of the public is important to the successful operation of a federal prison.
- T F 3. An employee who drives an official prison car is entitled to special traffic privileges.
- T F 4. An employee may properly play cards with a prisoner whom he is transporting to another prison.
- T F 5. Since the prisoner is incarcerated for the protection of the public, the public should be given detailed information regarding his early background and criminal history.
- T F 6. Efficient prison employees should get information about their fellow employees by soliciting comments from prisoners.
- T F 7. It is important to show a hospitable attitude toward all visitors, whether they are personally affected by the institution policies or visit through morbid curiosity.
- T F 8. So long as a prison employee does his work well, he may properly act as he pleases when away from the prison.
- T F 9. When transporting a prisoner the employee in charge should permit press conferences with the prisoner.
- T F 10. Public relations are as important to governmental agencies as they are to industrial organizations.
- T F 11. As long as a prison employee is well educated and of superior intellectual ability, tact is unimportant.
- T F 12. Public opinion is an increasingly important factor in governmental work.
- T F 13. Interested university students are permitted to visit penal institutions.
- T F 14. Cooperation by a prisoner's family is best secured by a sincere but impartial interest on the part of a prison employee.
- T F 15. The public is entitled to know how a prison is administered.

- T F 16. In conducting visitors through an institution an employee should give constructive criticism of institutional procedures.
- T F 17. The prison employee must develop an objective attitude.
- T F 18. The public should be given periodic information about notorious prisoners so it can follow their progress in prison.
- T F 19. Disciplinary difficulties among prisoners are less in an institution where morale of personnel is high.
- T F 20. No specific information should be given to anyone outside the prison regarding a particular prisoner.
- T F 21. The employee should praise all phases of the institutional program when showing a visitor through the institution.
- T F 22. An employee who has more debts than he can pay is damaging the reputation of the prison.
- T F 23. Prominent prisoners are afforded special privileges in federal prisons.
- 24. Prison employees should treat members of the public with consideration at all times because: (1) the families of prisoners are entitled to special privileges. (2) most people judge a public service by the treatment they receive from the individual employees they meet. (3) a mistreated person may have prominent friends. (4) an employee never knows when someone whose opinion he values is watching him.
- 25. Prison employees should treat each other with consideration at all times because: (1) they must set a good example for the prisoners. (2) the practice they get within the prison is useful outside the prison. (3) maintaining high morale among the prisoners is dependent on the morale of the em-

ployees. (4) the fellow employee of one year may later become a warden.

- 26. Prisoners should be transported in such a way that: (1) everyone knows that the officer is transporting prisoners. (2) everyone knows who the prisoners are. (3) they may communicate with anyone they wish. (4) they are completely inconspicuous.
- 27. Courtesy throughout the entire prison is important because it: (1) creates good will. (2) keeps the prisoners from trying to escape. (3) doubles the amount of money which the public is willing to spend for prisons. (4) educates the prisoners.
- 28. Emotional behavior on the part of prison employees: (1) influences people constructively. (2) creates cooperation. (3) is desirable. (4) arouses antagonism.
- 29. In order to handle people successfully, it is necessary to: (1) bribe them. (2) treat them with great firmness. (3) understand them. (4) flatter them.
- 30. Harmony between prison employees is important because: (1) it makes the work more pleasant. (2) the community would resent any quarrels between fellow employees. (3) life in a prison is constantly a battle of employees against prisoners. (4) prisoners are quick to take advantage of conflicts between supervisors.

Thought Questions

31. Should the Bureau of Prisons have centralized control over public relations or should each institution have its own public relations section? Give reasons for your answer.
32. Should employees be encouraged to explain the work of the prison before service clubs, church groups and other civic organizations? List the advantages and disadvantages which might result.

Lesson 19

THE PRISON CAMP

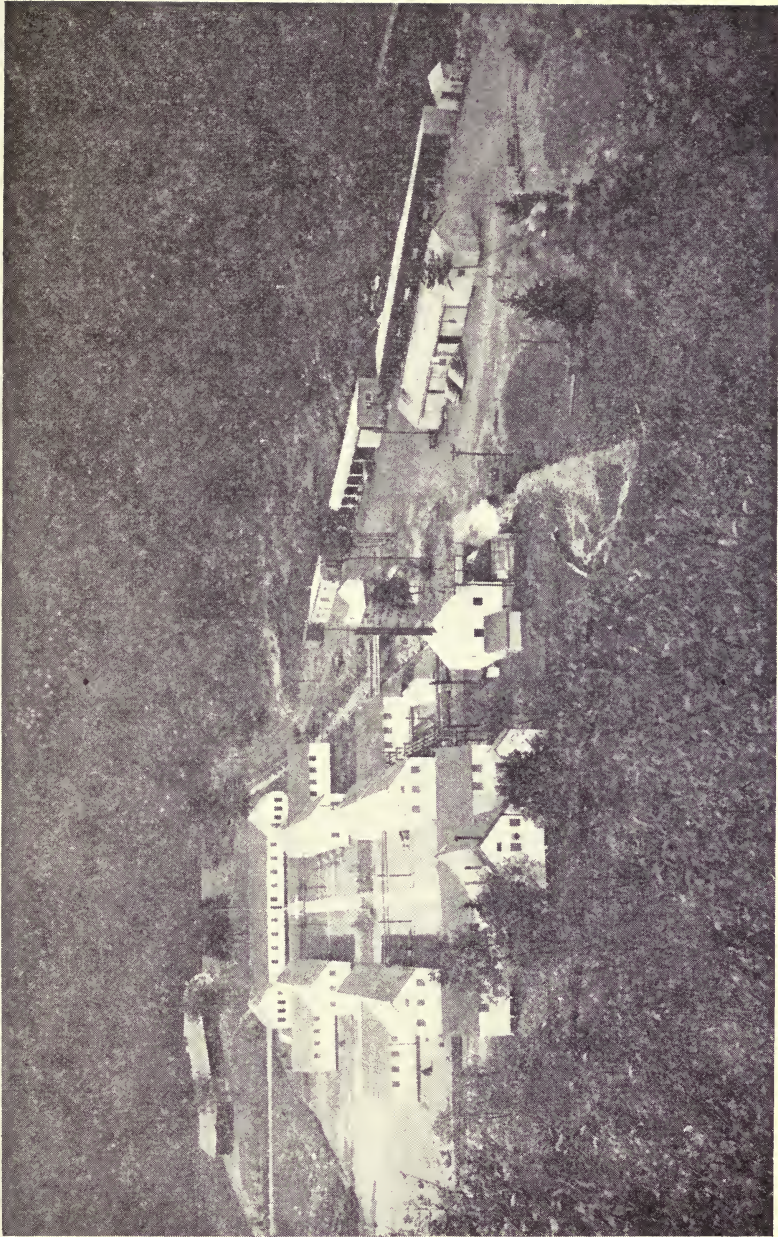
This lesson describes the federal prison camp and its place in the Federal Prison System. It explains how prisoners are selected for camps and describes activities and living conditions in the camps.

THE prison camps of the Federal Prison System were established as minimum security units to which carefully selected groups of prisoners could be graduated from the main institutions. About 1929, when the establishing of prison camps was being considered, funds were limited and finding suitable employment for all prisoners was a problem. The first plan was to set up camps on military reservations where prisoners could be employed on military projects for which no specific appropriations had been made. Most of these projects required road building, clearing land, razing old buildings, salvaging materials and supplies, and similar work. Several such prison camps were established on various military reservations. Later, other camps were established in connection with road building projects, sponsored by the Public Roads Administration of the Department of Agriculture.

In December, 1941, there were five federal prison camps. Two were on military reservations, one at Maxwell Field, near Montgomery, Alabama, and the other near Fort Lewis in the State of Washington. Three were road-building camps at Kooskia, Idaho; Tucson, Arizona; and Mill Point, West Virginia.

The camp at Mill Point, West Virginia, which is a minimum custody institution and one of the new modern camps, is shown in the illustration opposite this page.

For their first few years, prison camps relieved the over-crowded conditions at several of the penitentiaries. Men for these camps were selected from among the minimum custody prisoners who would be benefited by the work.



Federal Prison Camp

But it was soon recognized that in addition to relieving overcrowding the camps served two major purposes in rounding out the prison system. They furnished a way in which men could be gradually released to freedom and also acted as a substitute for county jails which had formerly been used for federal prisoners serving sentences of one year or less. The prison camp works on the theory that for certain persons the discipline and confinement of the penitentiary should be followed by camp life, which provides more normal community living. This idea of gradually returning men to freedom is a great advance in the theory of prison administration. Not only does the prisoner have an opportunity to live in the open and to harden himself physically, but he is also given greater liberty and more responsibility than is possible in the other institutions. These factors in turn influence his social outlook. Thus the step from the camp to the outside community is easier and more natural than that from the prison to the community.

Men with short sentences derive even greater advantages from the camps. The disadvantages of the typical county jail are well known—demoralizing idleness, unhealthful living conditions, poor food, and inadequate medical attention—in short the absence of any constructive influences whatever. It has been demonstrated that many men who would formerly have been committed to jail can now be sent to camps, and that months formerly spent under demoralizing conditions can be turned into months of healthful living.

A Typical Camp

The typical prison camp is a small group of semi-permanent, one-story buildings in wooded, hilly country. The buildings are arranged in a quadrangle, with the administration building at the head, two dormitories forming one side, and a dormitory, an infirmary, a receiving unit, and a school forming the other side. The dining hall and kitchen, flanked by a warehouse and a utility building, complete the quadrangle.

The administration building includes offices for the superintendent, lieutenants, clerical staff, parole assistant, and classification committee. Bachelor quarters for officers living at the camp are

also in this building. There are neat, comfortable cottages near the camp in which a few staff members who should be available in an emergency may live with their families.

There are no walls, no stockade, no barred windows or grilled doors, and the doors to the living quarters are not locked. In the camp quarters there are double-deck beds with clean and comfortable bedding, and chairs and tables. Each dormitory has lavatories, toilets, and showers. Steam heat is provided by a central heating plant.

The kitchen has modern equipment, including steam-tables, oven, dishwasher for sterilizing dishes, steam kettles, electric mixer, and efficient ranges. The dining room has a spotless steam table and neat dining tables of varnished wood.

The laundry has the same type of modern equipment found in the large institutions. Steam laundry equipment is essential for the sanitary clothing of large groups of prisoners.

The Camp Program

The prisoner who goes to a camp is being given the final preparation for his return to civil life and every attempt is made to resocialize him further.

In the camp, the prisoner may be awarded "camp good time," which is a reduction in sentence earned by good conduct, proper attitude, and industry. "Camp good time" is awarded on the basis of reports submitted by the supervising officers and other staff members with whom the prisoner comes in contact. Awards are made monthly, giving the classification committee an opportunity to review the progress of each prisoner. Any necessary changes in the program are made without delay.

The Work Program

The work program in the camp as in the larger institutions is important. The value of work in rehabilitation can not be over-rated. To be effective, however, work must be productive and must interest and train the prisoners. If five men are detailed to a job which three could do, or if work is assigned to keep the prisoners

busy, the camp program will be a failure. The prisoner must like and respect his job if the work is to do him any good. He must also be trained to do his work properly and to develop pride in his workmanship.

Road construction is a good example of work suitable for the primary work project of a prison camp. It is wholesome work, and it teaches certain skilled jobs which may be learned within short periods. Some of these jobs are tool dressing; blacksmithing; arc and acetylene welding; air hammer and compressor operation and repair; operation and maintenance of Diesel and gasoline trucks and tractors; operation of road machinery, including graders, bulldozers and dumpsters; power shovel operation; surveying and road construction; and the mechanics of automobiles and tractors.

Camp maintenance also provides a number of instructive jobs, such as truck farming, carpentry, stone masonry, heating plant and Diesel generator operation, plumbing, electric wiring, operation of the steam laundry, and cooking and baking.

Education and Recreation

Education is given in the elementary subjects and in whatever kinds of work are undertaken in the camp. A number of illiterates are received in the various camps, and efforts are made to teach them to read and write. Related courses include English, mathematics, drafting, and blue print reading. Also, a large number of correspondence courses are available from universities and special schools.

Training on a maintenance or construction job is difficult but can be effective if the officers supervising the work are familiar with teaching methods. Camp supervisors have learned that telling a man how to do a job is not enough. They must also show him, let him do the work himself, and then supervise his work to insure proper and continuous performance.

Since Pearl Harbor, vocational training for industries has been added to the regular work program. In some camps, prisoners have been taken to nearby high schools for this training. It is hoped

that this cooperation will continue after the war and will open up educational opportunities for the camps.

Recreation in a camp is supervised by a staff member. Programs are worked out for various sports, and competition between teams and individuals is encouraged. Several times during the year, on holidays, field events are held in the camp. The athletic activities include softball, baseball, badminton, horseshoes, volley ball, quoits, shuffleboard, handball and table tennis. Indoor recreational activities include checkers, dominoes, radio, music by prisoner orchestras, entertainments provided by prisoners, and weekly movies. In each camp there is a good library containing fiction and non-fiction.

Discipline

The supervisory personnel in a camp is encouraged to handle minor disciplinary infractions informally. Only in the more serious cases are written disciplinary reports made. When such reports are made, they are referred to the disciplinary board, composed of the superintendent, a lieutenant, the chief medical officer (or medical technical assistant), and the parole assistant. Penalties imposed by the committee vary with the seriousness of the infraction and may involve a reprimand and warning, or the forfeiture of some privilege such as attending moving pictures or engaging in athletic events.

In extremely serious cases the prisoner may forfeit earned camp good time, or may even be transferred from the camp. The camps have no isolation cells and no provision for close custody. Disciplinary control is exercised chiefly by leadership. A few serious cases must be transferred to other institutions where closer custody is possible. But most prisoners respond to treatment which can be given in the camp.

Certain rules and regulations are necessary, of course, and the prisoner must conform to them; but during his free hours, before and after work, he can come and go as he likes within the boundaries of the camp.

Prisoners in a camp have a freedom of action and enjoy other privileges which could not be allowed in the institutions from which

they were transferred. But discipline is not lax, and the personnel must maintain the same high standard in the camps as in the rest of the Prison System.

Selection of Men for Camps

The prisoners in any federal prison for men, except those in Alcatraz Penitentiary, may be considered for transfer to a camp.

In selecting prisoners for transfer to the camps, the Federal Prison System has adopted fairly definite policies. Since the camps differ in security, labor needs, medical facilities, and the like, it is impossible to establish hard and fast requirements, but the factors considered in each case are (1) the benefit of the transfer to the prisoner, (2) the security risk presented by the prisoner, and (3) his physical condition.

1. Benefit of the transfer to the prisoner

Careful consideration is given to the relative advantages of the prisoner's remaining in the institution to which he has been committed and of his being transferred to the camp. Ordinarily, if he stays where he is, the prisoner has a chance to learn a trade or participate in a special program. But if it is clear that he would benefit by transfer to the camp, the transfer is made.

Of course the suitability of the prisoner must be considered in the light of the work to be performed at the camp. In addition to common laborers, the camps employ truck drivers, auto mechanics, road graders, farmers, and the usual institutional maintenance workers.

2. Security risk presented by the prisoner

As a general rule, only minimum custody cases are recommended for transfer to the camps. In deciding the security risk many factors must be considered. Experience has shown that the items of particular importance are (a) the length of the sentence, (b) the presence of a detainer (for a federal prisoner, the detainer would be a warrant issued by a state, under which the prisoner would be taken into custody by the state authorities at the expiration of his federal sentence), (c) previous record of escapes, (d) stability

of residence before the prison sentence, (e) family attachments, and (f) emotional stability.

The fact that a man is a recidivist (a repeat offender) does not in itself prevent his transfer. Ordinarily, transfer is not recommended for a prisoner who still has more than two years of his sentence to serve, but there are exceptions to this rule. A prisoner may have as much as five years to serve and still have a high enough rating in other ways to make him a good risk. A stable, mature prisoner who has earned a large amount of good time but who has several years to serve can be considered a better security risk than an emotionally unstable prisoner with but six months to serve.

The presence of a detainer, except in unusual cases, precludes a prisoner's transfer to a camp. The prospect of having to serve another sentence, even though it may be a short one, is likely to make him a dangerous escape risk. Moreover, the federal prison is obligated to maintain safe custody over the prisoner until he is released to the state authorities who have placed the warrant.

A prisoner with a record of previous escapes is seldom recommended to a camp, but the circumstances of the previous escape are reviewed. A break from a juvenile institution, for example, is not important if the prisoner's record shows that he is now mature and stable. The prisoner who has resided in one place during his entire life, or for many years, is ordinarily a better security risk than one who has often changed his place of residence. Vagrants should rarely be transferred to camps.

A prisoner who has close family attachments, particularly to wife and children, is usually a good escape risk. A prisoner whose behavior is erratic and whose emotional adjustment is poor is usually not a good risk.

3. *Physical condition*

The great majority of prisoners in camps are employed in outdoor manual labor. Medical facilities in camps are limited. As a rule, therefore, prisoners recommended to camps should be in good physical condition and capable of manual labor. They should

be free of hernia and other disabilities. Any corrective treatment which has been recommended should be completed before the transfer is made.

Personnel

The camp staff includes a superintendent, two lieutenants, a parole officer who is also the educational director, a medical technical assistant, a part-time medical officer, approximately 15 custodial officers, a senior clerk, 2 assistant clerks, a junior steward and a senior cook. These must be trained men who have shown outstanding ability as leaders, instructors, and supervisors in the larger institutions. Each employee in the camp service comes in direct contact with prisoners and must have a good personality and the ability to handle men successfully. All the camps are under the direction of a supervisor, who is responsible to the Director of the Bureau of Prisons.

Little custodial supervision is necessary or desirable in the camps, but prisoners must be instructed and supervised in their jobs. For that reason, in recruiting personnel for the camp, preference is given to trained officers who are skilled in a trade, know construction work, or have experience and outstanding ability in supervising and instructing work crews. A few officers are selected who have had experience in teaching or in social service. All these requirements are important, but even more important are a good understanding of the objectives, procedures, and methods of the camp service, and the capacity for leadership. Hence camp personnel is selected from the "experienced" group of prison employees.

Officers for parole, social service, and educational work are selected because of their capacity for performing a wide range of duties. They should have experience in social service work and teaching, preferably vocational. Ability to organize and supervise recreational programs is also desirable.

Clerical personnel in a camp should have basic training in accountancy. Other required experience may be obtained at the camp. No other kind of institution in the Federal Prison System offers better training for a career in the administrative service.

than the camps, because in them a clerical employee gets experience in every phase of clerical, fiscal, and business work.

Summary

For the prisoners the camp is the stepping-stone from the prison community to the civil community. The work program, the training, and the instruction given in the camp strengthen the moral fiber and give the prisoner the self-confidence he needs in order to cope with the problems of civilization. The greater freedom given him in the camp is a big factor in his ultimate adjustment. The instruction and assistance he gets in learning a trade in the camp atmosphere, which is the closest approximation to a free community within the prison system, are intended for the immediate help of the prisoner and the ultimate benefit of society in general.

REVIEW QUESTIONS

Lesson 19

- T F 1. Greater freedom is allowed camp prisoners before and after work than would be possible in a larger prison.
- T F 2. All 5 of the federal prison camps are road-building camps.
- T F 3. Teaching methods are important in camp supervision.
- T F 4. Camp prisoners automatically receive "camp good time."
- T F 5. The step from other prisons to the community is easier than from a prison camp to the community.
- T F 6. Formal reports are made for minor infractions of prison camp rules.
- T F 7. Several camps were established for road-building projects of the Bureau of Public Roads.

- T F 8. Recreation is planned and supervised by camp prisoners.
- T F 9. The first camps were established on military reservations to do work for which no appropriation was made.
- T F 10. The program of the prison camp is designed to re-socialize the prisoner.
- T F 11. Education in the camp is limited to classes for illiterate prisoners.
- T F 12. Each prison camp is surrounded by high walls.
- T F 13. The most serious infractions of camp rules are punished by transferring the prisoners out of camps.
- T F 14. Prison camps are designed for the medium-custody type of prisoner.
- T F 15. Road construction offers an opportunity to learn many related trades.
- T F 16. Selected camp prisoners are permitted to take vocational training in nearby high schools.
- T F 17. The progress of each camp prisoner is reviewed monthly by the classification committee.
- T F 18. Camp living quarters are kept locked.
- T F 19. Demoralizing conditions in county jails are offset by healthful living in the camps.
- T F 20. Prisoners from Alcatraz are occasionally transferred to prison camps.
- T F 21. The chief purpose of prison camps at this time is to relieve the over-crowded conditions of the penitentiaries.
- T F 22. The equipment of a prison camp is usually primitive.
- T F 23. Productive work is important as a rehabilitative measure.

- T F 24. The ideal arrangement is to return prisoners to the community gradually.
- T F 25. Many new employees receive their basic training in the prison camps.
- T F 26. Prison camps are used as substitutes for county jails for prisoners serving less than 1-year sentences.
- 27. The two primary qualifications needed by each prison camp employee are: (1) college education and athletic ability. (2) leadership and a high efficiency rating. (3) leadership and ability to instruct. (4) ability to instruct and to use firearms.
28. List the 3 factors considered in transferring a prisoner from a prison to a prison camp.
1.
2.
3.

Thought Questions

29. Would it be possible to operate a camp under the exclusive self-government of prisoners without any supervision? What might be some of the results?
30. Is it more desirable that a camp be located near some community or in an isolated part of the country? Justify your answer.
31. Is it more advantageous that a prisoner remain in an institution where he may have educational and vocational training than for him to be sent to a camp offering more normal living conditions? Why?

INSTRUCTIONS

The following seven thought questions, based on the seven services, are to be answered by you in writing. Do this work carefully and deliver it to your training officer so that you may be eligible to participate in the End-of-Course Test. Give your name, the date, and state each question at the beginning of your discussion pertaining to that particular question.

Name.....

Date.....

Administrative Service (Lesson 4)

To what extent should personnel of the administrative service be schooled in penology as well as in the work for which they are directly responsible?

Name.....

Date.....

Mechanical Service (Lesson 5)

In what way can maintenance shops and the personnel in the mechanical service be best utilized for vocational training of prisoners?

Name.....

Date.....

Custodial Service (Lesson 6)

Contrast the method of selection and assignment of men in the custodial service, as explained in Lesson 6, with any field of work with which you are acquainted.

Name.....

Date.....

Advisory Service (Lessons 7 to 11, inclusive)

The advisory service includes the employees with specific rehabilitative functions. What should be their relationship to

the custodial service in order to insure that the two services are working toward the same goal? Be as specific as possible in your answer.

Name.....

Date.....

Farm Service (Lesson 12)

With a large supply of prison labor why is it necessary to use scientific farming methods and employ technically trained farm managers?

Name.....

Date.....

Culinary Service (Lesson 13)

The culinary service in its operation stresses a balanced meal scientifically planned and served with cleanliness and sanitation. How do these factors contribute to a program of rehabilitation?

Name.....

Date.....

Industries (Lesson 14)

What are the advantages of having a system of prison industries that produces a variety of products, rather than an industry that produces only one product?

ANSWERS TO TEST QUESTIONS

Lesson 1

- | | | |
|------------------------------|-------------------|---------------------|
| 1. true, page 4 | 8. false, page 4 | 16. true, page 10 |
| 2. true, page 13 | 9. false, page 3 | 17. four page 10 |
| 3. false, page 1 | 10. true, page 9 | 18. two, page 6 |
| 4. false, page 1 | 11. false, page 8 | 19. two, page 7 |
| 5. false, page 3 | 12. false, page 8 | 20. three, page 9 |
| 6. true, page 9 | 13. true, page 5 | 21. pages 11 and 13 |
| 7. false, pages 11
and 13 | 14. true, page 7 | |
| | 15. true, page 9 | |

Lesson 2

- | | | |
|--------------------|--------------------|--------------------|
| 1. false, page 17 | 16. true, page 19 | 31. two, page 17 |
| 2. true, page 17 | 17. true, page 18 | 32. four, page 20 |
| 3. true, page 22 | 18. true, page 20 | 33. four, page 17 |
| 4. false, page 20 | 19. false, page 22 | 34. one, page 23 |
| 5. false, page 18 | 20. true, page 23 | 35. four, page 23 |
| 6. true, page 20 | 21. false, page 18 | 36. two, page 19 |
| 7. false, page 23 | 22. false, page 22 | 37. three, page 20 |
| 8. false, page 18 | 23. true, page 23 | 38. three, page 22 |
| 9. true, page 22 | 24. false, page 18 | 39. three, page 19 |
| 10. true, page 23 | 25. true, page 23 | 40. one, page 23 |
| 11. true, page 22 | 26. false, page 24 | 41. four, page 20 |
| 12. true, page 23 | 27. false, page 19 | 42. one, page 19 |
| 13. true, page 18 | 28. three, page 17 | 43. two, page 24 |
| 14. false, page 23 | 29. one, page 22 | 44. two, page 23 |
| 15. false, page 17 | 30. three, page 18 | |

Lesson 3

- | | | |
|--------------------|--------------------|--------------------|
| 1. four, page 35 | 20. x, page 20 | 39. one, page 29 |
| 2. four, page 34 | 21. x, page 19 | 40. one, page 31 |
| 3. x, page 19 | 22. one, page 31 | 41. seven, page 38 |
| 4. one, page 31 | 23. two, page 31 | 42. four, page 35 |
| 5. one, page 31 | 24. one, page 31 | 43. two, page 31 |
| 6. four, page 35 | 25. three, page 32 | 44. one, page 31 |
| 7. seven, page 38 | 26. four, page 36 | 45. three, page 32 |
| 8. four, page 35 | 27. four, page 35 | 46. six, page 37 |
| 9. four, page 35 | 28. five, page 36 | 47. four, page 34 |
| 10. two, page 31 | 29. two, page 31 | 48. x, page 20 |
| 11. three, page 32 | 30. x, page 19 | 49. four, page 35 |
| 12. x, page 22 | 31. one, page 31 | 50. four, page 34 |
| 13. x, page 20 | 32. four, page 35 | 51. five, page 36 |
| 14. x, page 19 | 33. x, page 22 | 52. two, page 31 |
| 15. one, page 31 | 34. six, page 37 | 53. one, page 31 |
| 16. four, page 35 | 35. four, page 36 | 54. one, page 31 |
| 17. two, page 31 | 36. four, page 36 | 55. x, page 20 |
| 18. six, page 37 | 37. two, page 31 | 56. four, page 36 |
| 19. four, page 33 | 38. x, page 18 | 57. three, page 32 |

58. one, page 31
59. x, page 24
60. x, page 17
61. four, page 35
62. four, page 35
63. two, page 32
64. one, page 31
65. one, page 29

66. seven, page 38
67. four, page 36
68. four, page 35
69. x, page 23
70. one, page 31
71. two, page 31
72. one, page 31
73. x, page 19

74. x, page 18
75. four, page 34
76. four, page 35
77. two, page 31
78. one, page 31
79. x, page 22
80. six, page 37

Lesson 4.

1. true, page 45
2. false, page 45
3. true, page 52
4. true, page 50
5. false, page 43
6. false, page 52
7. false, page 49
8. false, page 52

9. true, page 45
10. false, page 48
11. true, page 54
12. true, page 50
13. false, page 49
14. false, page 55
15. true, page 50
16. false, page 50

17. false, page 55
18. true, page 53
19. false, page 53
20. true, page 50
21. true, page 47
22. true, page 55
23. false, page 50

Lesson 5

1. true, page 59
2. false, page 68
3. false, page 64
4. true, page 59
5. false, page 61
6. true, page 67
7. true, page 64

8. false, page 69
9. false, page 62
10. true, page 67
11. true, page 64
12. false, page 61
13. true, page 60
14. true, page 68

15. false, page 67
16. true, page 62
17. false, page 68
18. false, page 67
19. two, page 68
20. one, page 72

Lesson 6

1. true, page 75
2. true, page 76
3. true, page 76
4. true, page 77
5. false, page 81
6. false, page 77
7. true, page 75
8. true, page 82
9. true, page 80
10. false, page 84

11. false, page 11
12. false, page 84
13. false, page 79
14. true, page 75
15. true, page 76
16. false, page 83
17. true, page 79
18. false, page 82
19. false, page 83
20. false, page 81

21. one, page 77
22. three, page 86
23. three, page 87
24. two, page 75
25. three, page 75
26. four, page 85
27. four, page 82
28. one, page 79

29. training prisoners to act in accordance with established rules, page 81
30. disciplinary court, page 82
31. to carry out the plans of the other services; to maintain discipline; to prevent escapes; page 77

Lesson 7

1. one, page 93
2. one, page 94
3. four, pages 94 and 105

4. 97 per cent, page 94
5. quarantine, page 96

6. reclassification, page 102
7. custodial officers, page 104

8. degree of custody and supervision; transfer to another institution; social service for his family; medical treatment; vocational training; education; religious training; pages 100 and 101

SITUATION 1: 1. false; 2. true; 3. true; 4. false; 5. true; 6. true; 7. false; 8. false; 9. medical care.

SITUATION 2: 1. true; 2. false; 3. false; 4. true; 5. false; 6. false; 7. false; 8. true; 9. false; 10. false.

SITUATION 3: 1. true; 2. true; 3. false; 4. true; 5. false; 6. true; 7. true; 8. true; 9. false.

SITUATION 4: 1. false; 2. false; 3. true; 4. false; 5. two and four; 6. two, three, and six; 7. repair of hernia, assistance to family, trade instruction.

NOTE: These four situations give you an opportunity to apply the principles outlined in Lesson 7 and are not directly answered by the text; hence, no page numbers appear after the answers to these questions.

Lesson 8

- | | | |
|--------------------|---------------------|-----------------------|
| 1. true, page 112 | 9. false, page 112 | 17. true, page 119 |
| 2. true, page 119 | 10. true, page 120 | 18. two, page 115 |
| 3. false, page 119 | 11. true, page 117 | 19. four, page 116 |
| 4. true, page 121 | 12. false, page 116 | 20. two, four, five, |
| 5. false, page 120 | 13. false, page 119 | seven, ten, page |
| 6. true, page 113 | 14. true, page 112 | 115 |
| 7. false, page 120 | 15. true, page 118 | 21. one, four, seven, |
| 8. false, page 120 | 16. false, page 112 | eight, page 119 |

Lesson 9

- | | | |
|--------------------|--------------------|--------------------|
| 1. true, page 130 | 6. false, page 128 | 11. four, page 125 |
| 2. true, page 128 | 7. false, page 130 | 12. two, page 125 |
| 3. true, page 131 | 8. true, page 132 | 13. rotation, |
| 4. false, page 125 | 9. true, page 131 | page 133 |
| 5. false, page 131 | 10. true, page 133 | |
14. remove illiteracy; remove common school deficiencies; give opportunities for cultural and general education; give industrial and vocational training; develop avocations and wholesome leisure-time activities; page 126
15. elementary education; advanced academic education; trade and occupational information classes; special classes; correspondence and extension courses; page 127
16. giving individualized instruction; the wide range of ability, experience, and interest among the learners; the need for flexibility to take care of a constantly changing group of students; page 128
17. facilitate the individual's use of reading material for informal education; integrate the library with the various other educational programs; page 128
18. educational levels; age groups; occupational interests; classroom activities; geographical areas from which the prisoners come; page 130

Lesson 10

- | | | |
|--------------------|---------------------|---------------------|
| 1. false, page 141 | 11. false, page 138 | 21. four, page 138 |
| 2. true, page 145 | 12. true, page 140 | 22. two, page 138 |
| 3. true, page 141 | 13. false, page 142 | 23. two, page 141 |
| 4. false, page 139 | 14. false, page 140 | 24. three, page 138 |
| 5. false, page 140 | 15. true, page 140 | 25. three, page 145 |
| 6. false, page 138 | 16. true, page 138 | 26. one, page 145 |
| 7. false, page 141 | 17. true, page 142 | 27. one, page 142 |
| 8. true, page 140 | 18. true, page 141 | 28. three, page 140 |
| 9. false, page 138 | 19. false, page 140 | |
| 10. true, page 139 | 20. true, page 138 | |
29. weekday evening classes; Sunday classes; cell-study courses on the Bible; library reading on religious topics; Bible reading; pages 143 and 144
30. by acquiring equipment to be used only for church services; by minimizing the custodial activities during worship services; page 144

Lesson 11

- | | | |
|---------------------|---------------------|---------------------|
| 1. false, page 156 | 11. true, page 152 | 21. one, page 151 |
| 2. true, page 152 | 12. true, page 156 | 22. four, page 154 |
| 3. false, page 155 | 13. true, page 152 | 23. three, page 152 |
| 4. true, page 155 | 14. true, page 151 | 24. one, page 154 |
| 5. true, page 154 | 15. false, page 151 | 25. two, page 155 |
| 6. true, page 156 | 16. false, page 156 | 26. two, page 155 |
| 7. false, page 152 | 17. false, page 152 | 27. three, page 155 |
| 8. false, page 152 | 18. true, page 156 | 28. four, page 156 |
| 9. true, page 151 | 19. false, page 156 | |
| 10. false, page 155 | 20. false, page 156 | |
29. protect the civil community; protect the prison community; serve the individual prisoner; page 151

Lesson 12

- | | | |
|--------------------|---------------------|---------------------|
| 1. true, page 160 | 8. true, page 160 | 15. true, page 164 |
| 2. true, page 167 | 9. false, page 166 | 16. true, page 161 |
| 3. true, page 164 | 10. true, page 170 | 17. false, page 173 |
| 4. false, page 160 | 11. true, page 161 | 18. true, page 161 |
| 5. false, page 173 | 12. false, page 162 | 19. false, page 167 |
| 6. true, page 164 | 13. false, page 172 | 20. two, page 173 |
| 7. false, page 164 | 14. false, page 169 | 21. one, page 162 |
22. dairying; vegetable growing; swine husbandry; poultry husbandry; page 161

Lesson 13

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